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ABSTRACT

This report to the Illinois Board of Higher Education makes recommendations concerning the function, general locations, and initial governance of two new senior institutions in Illinois. The report also discusses the need for additional colleges, education of disavantaged youth, and continued studies of demographic growth and corresponding educational requirements. The new institutions are to be located in the Springfield area, and in the south area of Cook County. They are to be primarily commuter colleges with programs blending the liberal arts, sciences, and training for direct entry into occupations. Emphasis will be on work-study programs leading to the baccalaureate degree. Instruction is to begin at the junior level. Both institutions should (1) be free standing, (2) utilize outside counsel in planning, and (3) have a permanent advisory board. It was recommended that the Board of Governors of State Colleges and Universities be given responsibility for the development and maintenance of the Cook County area institution, and that the Board of Regents be given responsibility for the Springfield institution. Several tables on higher education in the state and some appendices are included. (AF)

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STATE OF ILLINOIS
BOARD OF
HIGHER EDUCATION

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REPORT ON NEW SENIOR INSTITUTIONS

HE 001 499

THE ILLINOIS BOARD OF HIGHER EDUCATION
FEBRUARY 1968

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION
300 E. Monroe St.
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REPORT ON THE FUNCTIONS, LOCATION, AND GOVERNANCE OF TWO NEW SENIOR INSTITUTIONS IN THE STATE OF ILLINOIS

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Adopted by the Board, February 6, 1968

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The Honorable Otto Kerner
Governor of Illinois
Springfield, Illinois 62706

Dear Governor Kerner:

I have the honor to transmit to you the following:

1. The Report on New Senior Institutions of the Board of Higher Education, dated February 6, 1968.

2. The Recommendations of the Board of Higher Education of Fund Allocations Authorized by S.B. 955, enacted by the 75th General Assembly.

Although reference to the full recommendations as set out in the enclosed report is hereby made, in brief summary the Board of Higher Education has recommended:

(a) A new institution to be located in the Springfield area to be governed by the Board of Regents, and the release of the sum of $750,000 to the Board of Regents.

(b) A new institution to be located in the south area of Cook County, to be governed by the Board of Governors of State Colleges and Universities, and the release of $1,500,000 to the Board of Governors of State Colleges and Universities.

I have sent copies of this letter and the attachments to the Legislative Committee established by Senate Bill 955.

Respectfully yours,

Ben W. Heineman

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STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION

REPORT ON NEW SENIOR INSTITUTIONS

CHAPTER 1 – THE TASK

Since its inception, the Board of Higher Education has consistently created policies and recommendations which expand the availability of higher education for an ever-increasing number and variety of students. The central thrust of Board action has been the creation of new commuter institutions in the populous areas of the state. The initial Master Plan proposed measures which encouraged the expansion of junior colleges. These proposals, as embodied in legislation by the General Assembly in 1965, set up incentives for local districts to be created throughout the state and new colleges to be planned. Subsequently, under the leadership of the Illinois Junior College Board, there has been phenomenal growth in these community-oriented institutions.

The Board's attention was then turned, during Master Plan - Phase II, toward carrying the concept of commuter colleges one step further, this time in the form of senior institutions which could function in a complementary relationship with the rapidly growing junior college segment. Several Master Plan committees concurred with this plan of development. Committee M (Demography and Location) recommended creation of four new institutions immediately, aimed primarily toward service to potential concentrations of student populations.

The Committee M Report states:

> The Committee was in complete agreement that first consideration be given to new commuter senior colleges in the Chicago area.*

The Citizens Advisory Committee called for establishment of three new senior college campuses as soon as possible, two in the Chicago area and one in Springfield. The Faculty Advisory Committee proposed three new four-year colleges in the Chicago area and one senior college in the Springfield area.

When these recommendations reached the Board of Higher Education, it reemphasized its policy of recommending commuter institutions rather than residential colleges to accommodate future enrollments and requested** that the state begin in 1967 to plan for additional commuter colleges in the Chicago Metropolitan Area and in the Springfield area. The Board further proposed that the legislature authorize funds to commence the planning and development of these new institutions.

As a result of these efforts, the 75th Illinois General Assembly passed Senate Bill 955, which Governor Kerner signed into law on July 14, 1967. This bill contains the following provisions in relation to the planning and development of new state-supported senior institutions:

> (1) A sum of $3,000,000 is appropriated for campus planning, site acquisition, and architectural services.

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* Committee M Report, p. 2.
** See Recommendation No.1, p.11, Master Plan – Phase II.

(2) No portion of the appropriation can be expended for site development or construction of physical facilities.
(3) Upon recommendation of the Board of Higher Education, and the advice of a legislative committee comprised of the majority and minority leaders of both houses, the Governor shall designate the amount, if any, that each university governing board may expend for the new senior institutions, one to be planned in the Chicago Metropolitan Area and the other in the Springfield area (see Appendix I for Senate Bill 955).

Because of the gravity of the problems associated with planning these new institutions, the Board in an unprecedented move established the "Special Committee" of seven Board members to work with the staff in order to "make recommendations to the Board on the function, the general location, and the initial governance of the two senior institutions." *

The Special Committee held a series of nine meetings, including two public hearings. It reviewed all of the staff documents available and heard, as well as read, the presentations of spokesmen for the various systems of public higher education, nonpublic institutions, community and civic groups, interested organizations, and others who desired an audience in respect to this matter.

After the Special Committee arrived at tentative conclusions on the functions and locations of the new institutions, it called upon the advisory committees of the Board of Higher Education for advice concerning the designation of governance. The Citizens Advisory Committee, consisting of seventeen persons, met twice and held a public hearing in conjunction with one of its meetings. The Faculty Advisory Committee with twenty-seven members met twice. The Presidents Advisory Committee concluded its business in one meeting. All three groups submitted recommendations to the Special Committee prior to the shaping of its final conclusions.

The Chairman of the Special Committee presented a progress report of the Committee's recommendations dealing with functions and locations of the new institutions at the December 5, 1967, meeting of the Board. The Board did not take action on the recommendations at that time. Then, on January 10, 1968, the Chairman of the Special Committee concluded the Committee's task by presenting its final report** to the Board. Also a slight change in recommendation No.15 was authorized. In his presentation, the Chairman emphasized recommendations on governance.

The Board received the Special Committee Report and approved all recommendations except No.17, No.18, and No.19, which were deleted. The Board staff was instructed to edit the Special Committee Report, particularly to delete the three recommendations and the comments in Chapter 5 which referred directly to them. Later, the Special Note on the University of Illinois was deleted. Through this editing, the Committee's Report was transformed into the Board's Report, as presented in this document.

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* Board Minutes of September 13, 1967, p.10.
** Report of the Special Committee on New Senior Institutions to the Board, by members of the Committee, December 20, 1967.

CHAPTER 2 – THE DIVERSITY OF NEEDS

A - Recommendations

It is recommended that:

1. **The large number and variety of students anticipated in the Chicago Metropolitan Area point to the need for establishing several more public senior higher institutions in future years.**
2. **In reference to education for disadvantaged youth, the following recommendations are made:**

   (a) Education for disadvantaged youth is a widespread responsibility which should be met by the efforts of all public higher institutions and other public and private agencies.

   (b) A research-oriented, experimental institute for urban education be created at Chicago Circle Campus of the University of Illinois to conduct and coordinate experimental projects dealing with problems and programs of educating the disadvantaged from kindergarten through university levels.

   (c) Junior colleges in the Chicago area be urged to provide remedial programs, work-study curricula, and instruction which will assist the disadvantaged.

   (d) The state colleges in Chicago continue to prepare teachers for inner-city service.

   (e) All higher institutions review their admission requirements, remedial programs, and policies which affect the availability of education to wide segments of the population.

   (f) Scholarship and grant programs be made more available to financially handicapped youth and channels for advisement of these youth concerning collegiate opportunities be improved.
3. **Continued studies be made of the demographic growth and educational needs of the Chicago area, so that the Board of Higher Education is kept apprised of the variety of needs for higher educational opportunities in the area.**

B - Comments

The need to broaden educational opportunity in the Chicago Metropolitan Area* is evidenced by the rapid increase in population, particularly in numbers of college-age youth. Projections indicate that by the year 2010 over 12,000,000 persons, nearly double the 1960 population, will reside in the area. Immediately after 1970, the burgeoning population will include about one-half million young people of college age. The number of youth graduating from high school yearly in the Chicago Metropolitan Area is expected to increase 72 per cent from 84,000 in 1966-67 to approximately 145,000 in 1979-80. This large increase, along with a rising college attendance rate, will not only double the flow of students into junior colleges but also swell the pressure on upper division and graduate programs.

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* The Chicago Standard Metropolitan Statistical Area (CSMSA) as defined by the U.S. Census Bureau; comprised of Cook, DuPage, Kane, Lake, McHenry, and Will Counties.

These trends demonstrate a dramatic need for establishing several institutions in the Chicago Metropolitan Area during future years. As indicated in Chapter 1, proposals for these additional colleges were made by several committees during Master Plan - Phase II. None of these committees was looking beyond 1980, but it may be assumed that continuous growth will require further expansion during the decades thereafter. Further, it is believed that the large and growing pool of college-age youth will provide sufficient enrollment for programs intended to serve the subgroups of this burgeoning population, whether socially or economically disadvantaged youth, high ability students, or other special groups. Planning for a wide diversity of programming, as well as new institutions, will be required to serve the needs of this expanding population.

Authorization in Senate Bill 955 of only one new senior institution to serve the Chicago Metropolitan Area was based specifically on the state's fiscal capability for the current biennium and does not infer that one institution is adequate to accommodate all present and future needs. For example, there is the manifest need, and indeed the opportunity, of constructing at least two more public senior institutions in the Metropolitan Area in the near future. One of these institutions will be needed in the northwestern suburban region to accommodate the fast-growing population which is extending outward from the city into the northern and northwestern areas. This type of institution would likely accommodate college students with a normal range of aptitudes, abilities, and interests.

Also, it is believed that a top-rate, scientifically oriented institution should be established near the National Accelerator Laboratory at Weston. Together with the Argonne National Laboratory, these installations create a renowned scientific complex within a fifteen-mile area, one which will attract some of the foremost scientists in the world. An institution in this area should offer a complex and multipurpose curriculum and high grade graduate work which includes both doctoral and post-doctoral education. A high level of excellence in the advanced scientific fields, particularly in the physical sciences, would be achieved by the institution. The mutually beneficial relationships which enhanced the accomplishments of California Institute of Technology and the Jet Propulsion Laboratory, and are now being developed between Stonybrook University and the Brookhaven National Laboratory in New York, could and should be more than equalled in Illinois through the opportunity presented by the world's largest accelerator. The development of such an institution would require the leadership of educators within the state who have the greatest experience in advanced graduate programs and research in the scientific fields.

In the Board's opinion, however, the urgency for establishing these two institutions is not as great as for the institution described in the next section of this document. Further, action at this time toward the implementation of a scientific institution with extensive graduate programs would be premature because:

(a) the Weston facility will not be constructed and operational for several years, and
(b) the results of Master Plan - Phase III, concerning future needs for graduate education and professional programs, should pinpoint major expansion of graduate programs.

The Board was also aware of the lack of educational opportunity for another segment of society, namely, the present shortcomings in higher education for youth from deprived social, economic, and cultural backgrounds. Such deprivation is, of course, not restricted to non-whites, but these youth have a disproportionately high rate of exclusion from the usual paths

of upward mobility.

> Illinois, as other states, will face shortages of skilled males and females unless it keeps pace in its college attainment rates. Illinois college attainment rates for males are slipping behind the U.S. average . . . the state has been backward in developing, finding, and keeping educated people . . . This is very much a problem of non-white education. Unless conditions facing Negroes are equalized to match the white experience, continued in-migration will hold back state enrollment rates.*

The "problem of non-white education" is predominantly a Chicago area one, since over 80 per cent of Illinois Negroes reside in Chicago. Projections indicate a CSMSA non-white population of 1,248,000 in 1970 and 1,671,000 in 1980. The college-age group in this population will number 96,000 in 1970 and 140,000 in 1980.

Socio-economic data (see Appendix II, Table 2) indicate that in 1966 one fifth of the families in the CSMSA had incomes of less than $5,000.00 per year; in Cook County alone one fourth of the families were in this category. Unless low cost education appropriate for the interests and abilities of youth in these substandard income groups is made readily accessible, a large block of human resources needed desperately by our economy will be wasted.

This report asserts that the education of disadvantaged youth is a widespread responsibility which rests upon many public agencies and can be met, in part, by the efforts of all higher institutions. The higher education needs of the disadvantaged cannot be met by creating a single institution to serve them. The nature of such an institution would generate a stigma which would discourage attendance by the youth it was designed to serve.

The existing public senior institutions in the Chicago area can assist the disadvantaged in several ways:

> (a) A research-oriented, experimental institute for urban education should be created at the Chicago Circle Campus of the University of Illinois to explore means of discovering potentially able disadvantaged young people, aiding them in making up deficiencies in educational background – formal and informal, developing their motivation, and finding for them effective and thus appropriate kinds of special programs and applicable teaching techniques. This institute in its experimental projects should deal with the full range of students from kindergarten through the university. Hopefully, its efforts would spur many schools toward newly creative programs for the disadvantaged. Chicago Circle is an appropriate setting for such an institute because of its original commitments to serve the urban population in solving problems, because of its location, and because of the variety of studies in urban affairs which it is currently developing.
>
> (b) In the state-aided system of higher education the primary responsibility for providing college-age youth with access to college programs rests with the junior colleges. This is the intent of the original Master Plan and of the legislation which implemented it. Experimentation in remedial work, programs, and teaching should be hallmarks of the junior colleges as they relate to segments

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* Eleanor G. Gilpatrick, *Aspects of Manpower Supply in Illinois Regions,* State of Illinois, Department of Business and Economic Development (Springfield, Ill., March, 1967).

of the population which historically have not had a record of college attendance.

(c) The state colleges in Chicago should continue to prepare teachers for the inner city where communication with students is particularly difficult.

(d) Administrators at all higher institutions should review their admission requirements, remedial programs, and policies which affect the availability of education by wide segments of the population.

(e) Scholarship and grant programs should become more readily available to financially handicapped youth through improved counseling and advisement channels which reach the ghettos as well as normal environments.

James Davis of the National Opinion Research Center has recently observed that the relationship between educational attainment and occupation is changing in a complex way:

> It is not that the "purchasing power" of all attainment levels is increasing or decreasing. What appears to be happening is that the return from the very highest attainment levels is increasing, while the returns from all lower levels are decreasing.
>
> To the extent that opportunities for obtaining a college degree are not opening as fast as the optimists believe and the rewards for completing college are not declining as the pessimists believe, it is fair to claim that in the last half of the twentieth century America's system of higher education is coming to be the single most strategic determinant of the life-chances of the nation's young men.*

A ready supply of trained professionals and high-level technicians is increasingly vital to the economic well-being of a metropolitan area like Chicago.

Future skill needs in employment will increasingly focus on college level training and beyond. Thus, at least a bachelor's degree is required for advanced occupational and professional employment.

Chicago area businesses, industries, and public institutions need a greatly increased supply of qualified professionals and advanced technicians in almost every occupational field.

While proportions of the total work force have remained constant in many fields and declined in others (especially unskilled), the occupational picture in the Chicago area reflects the national situation wherein employment of professional, technical, and kindred workers more than doubled between 1957 and 1965, rising from 3.8 million to 8.9 million.

Corplan Associates at the Illinois Institute of Technology conducted thorough studies in 1964 of needs in several selected key industries in the Chicago area (see Appendix III). These studies revealed that:

> . . . there are a number of occupations that are likely to experience manpower shortages during the next ten to twenty years. A severe shortage of systems analysts and computer programmers already exists and this problem will likely become even more critical during the next ten years. For example, there were 40,000 computer programmers employed in business, industry, and government in 1960; it is estimated that 200,000 to 300,000 computer programmers will be needed by 1970. **

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* *The School Review*, Vol. LXXI, No.3 (Autumn, 1963), 264-5.

** Corplan Associates, *Summary*, Illinois Institute of Technology (Chicago, 1964), p.7.

The Corplan reports stressed not only that higher levels of training are needed at the entrance point into increasingly complex occupations but also that there is a critical need for retaining and upgrading skills of present workers.

> This changing occupational concept has important implications for the educational system . . . particularly at the high school and college levels. If the average worker employed in business and industry is going to have to learn several new occupations during his working life, this fact should certainly become a major consideration in the type and content of courses that are taught to him in high school and college. (*Ibid.*, p.8)

The diversity of needs sketched here, the pace of change in the pulsating Chicago area, and the intimations of future growth highlighted by the revitalization of downtown Chicago and the accelerator installation at Weston call for constant study and restudy of the area's higher educational needs. Through its planning of the newly authorized institution, the Board is increasing the availability of higher education for many communities in a particular sector of the region, but the vital importance of the remaining unserved population segments in the Chicago Metropolitan Area mandates continuing vigilance and sensitivity to future needs.

CHAPTER 3 – FUNCTIONS

A - Recommendations

In reference to both of the newly authorized institutions, one in the Chicago area and one in the Springfield area, the Board recommends that:

4. **In keeping with the provisions of Master Plan - Phase II, the colleges be designed primarily to serve commuter students.**
5. **The programs of the colleges be a blending of liberal arts and sciences and training for direct entry into occupations in business, industry, public service, and applied science.**
6. **Strong emphasis be placed upon work-study programs and the utilization of community resources for training college students.**
7. **Primary emphasis be given to programs leading to baccalaureate degrees and, in some disciplines, to masters' degrees. Planning of programs beyond the master's degree not be undertaken without prior consultation with the governing board and the Board of Higher Education. Doctoral programs not be offered in the near future.**
8. **Each institution offer instruction commencing at the junior-year level and in certain fields extending to the master's degree.**
9. **Lower division programs be excluded and no lower division course or remedial work be planned or undertaken without approval of the Board of Higher Education.**
10. **Any student who has completed at least 60 credit hours of satisfactory collegiate work (a "C" average over all credits transferred), or who has been awarded an Associate of Arts or an Associate of Science degree, shall be admitted to either of the new institutions, provided other nonscholastic eligibility requirements are met. To insure that these new institutions carry out their designated function of close articulation with public junior colleges, these requirements shall not be raised. In exceptional cases, students may be admitted with slight deficiencies in number of credits (not to exceed 6 units), provided that these can be removed during the first year of attendance. If enrollments are restricted due to limitations of facilities, faculties, or other factors, students will be admitted on a first-come first-served basis, and selective admission standards will not be invoked.**
11. **The purposes and programs of the Chicago and Springfield institutions be similar, except the Chicago institution place more emphasis upon meeting the industrial and business needs of the urban community and the Springfield institution place greater emphasis upon training personnel for public service, particularly for state government. Further, sometime in the future the Springfield institution may in a limited number of fields need to develop programs beyond the master's degree.**
12. **Each of the colleges be organized as a free-standing institution from its inception, with a chief executive campus officer, a faculty organization, and sufficient autonomy to be flexible and responsive to local needs. For example, institutional**

recommendations on such matters as salaries, tenure, and programs be forwarded by the chief campus officer to the governing board through the chief executive officer of the system, either with or without the concurrence of the latter.

13. **In planning each new campus, the assigned governing board be encouraged to seek and to utilize appropriate guidance from many sources, including consultants from other institutions or systems who are experts in program and physical facility planning.**

14. **For each institution, a permanent advisory council be formed of representatives from organizations, agencies, and institutions – with heavy emphasis upon the junior colleges – who may be helpful to advising on developmental, administrative, and curricular relationships confronting the new institution. The Illinois Junior College Board be represented on any such advisory committee.**

B - Comments

Chapter 2 indicates that various types of institutions serving diverse functions are needed in the Chicago area. It is assumed that the current planning of only one new institution for the Chicago area is merely an initial thrust to meet a vast educational need. In testimony before the Special Committee of the Board, a prominent legislative leader expressed his belief that the General Assembly authorization of a new institution at this time for the Chicago area was only a first step in meeting educational needs and that additional institutions are needed in the future.

Recommendations herein assume that the greatest urgency and, hence, the first priority in establishing new senior institutions within the state is for the functional type of commuter institution designed to render maximum service to the urban community. Burgeoning junior college enrollments particularly call for senior institutions which can accommodate transfer students. Such institutions should be geared to serve the transfer student and to fit his needs in terms of academic interests, scholastic aptitude, socio-economic level, and career objectives. The programs of these new institutions should be characterized by a balanced emphasis on (1) the liberal arts and sciences for those students desiring to attain a bachelor's degree or entrance to graduate or professional schools at some other institution and on (2) the education and training of students for direct entry into a gainful occupation in business, industry, public service, and applied science. The balance of these two curricular patterns would directly reflect the needs of junior college transfer students and would provide the theoretical base necessary for those going on to advanced graduate work as well as those for students entering employment from programs providing practical competence. High quality programs built upon a strong liberal arts and science foundation would enable employers to find a much-sought-after specialist with sufficient breadth of learning to be advanced to middle management and higher levels of service.

It is believed that as substantially larger proportions of college-age youth attend higher institutions, the "mix" of college enrollment will change toward an increasing ratio of "career-oriented" students. The proposed institutions would be ideally suited to accommodate such students. Many junior college transfer students especially value programs leading directly to employment. Further, as commuter colleges, the new institutions would serve students from middle- and lower-income families who cannot afford to send their youth to residential

colleges or to meet tuition requirements of many nonpublic institutions.

The Board's first Master Plan recommends that junior college transfers be permitted to enroll in the state universities if they have maintained at least a "C" average in their collegiate work. Recommendation #10 of this report applies this "open-door" policy to the new institutions which will commence instruction at the junior-year level. Students cannot transfer to the new institutions until completion of the sophomore year and accumulation of 60 semester hours of satisfactory collegiate work. Some flexibility in this policy is introduced for exceptional cases by allowing the institutions to accept students with as few as 54 units, providing the deficiency can be made up during the first year of enrollment.

The proposed policy (recommendation #10) further asserts that any applicant who meets the stipulated requirements shall not be denied admittance for academic reasons. Indeed, even if enrollments at the institutions must be limited for one reason or another, selection should be on a first-come basis and not by raising the admission standards. It is strongly maintained that more selective admissions would change the nature of the institution, including its programs and services, and thereby thwart its broadly conceived, functional objectives.

Programs

Each institution should have a strong core of liberal arts and science courses. The types of careers and/or occupations for which the college might develop programs are, e.g., teachers for the common schools, social workers, urban planning specialists, librarians, business and public administrators, institutional managers, systems analysts, data and information processing specialists, applied scientists, nurses and allied health professionals, and similar occupations of critical importance to the modern urban community.

All curricula would be available for regular college students as well as employed persons who need mid-career training. It is anticipated that work-study programs would be encouraged, thus using the vast cultural, educational, social, business, governmental, industrial, and other resources in the area as a laboratory for student experiences.

The colleges should provide high levels of educational community services, including cultural activities (art, drama, lectures) and cooperative programs with school districts, business, industry, and governmental agencies, and faculty services in consultative and applied research capacities with all these community groups.

Levels

It is recommended that the new institutions have programs at the junior-year level extending to, and including, the master's degree. Such an institution would be a "capstone" for junior college transfers. It would articulate well with junior college programs so that students could complete liberal arts and occupational programs commenced in the junior colleges. Lower division programs would be excluded. Any make-up or remedial work involving offering of a course at the lower division would not be undertaken without specific approval of the Board of Higher Education. Rather, it is suggested remedial work be offered in junior colleges or other available institutions, perhaps through dual enrollment. Thus, the institution would not duplicate instruction in the growing junior colleges and would be minimally competitive with nonpublic senior institutions.

Although primary emphasis would be given to programs leading to baccalaureate degrees, in many fields a fifth year leading to a master's degree should be offered to enable a person to improve his work performance and enhance his professional status. Any programs beyond the master's level are not envisioned in the early years of operation at this time, and any planning at this level should not be undertaken by the institution without preliminary consultation with its own governing board and the Board of Higher Education.

Organization of a Free-standing Institution

This report reemphasizes the Board's policy embodied in recommendation #20 of Master Plan – Phase II, which states:

> Each new senior state college or university campus from its inception be organized as an educationally autonomous institution with its own executive officer, subject to the control of its governing board and to the coordination powers of the Board of Higher Education as provided by law.

It is recommended, therefore, that the newly authorized institutions should be "free-standing" in their organizational relationships within whatever system or systems of higher education they are assigned. In this respect, reference is made to the Committee N Report on *Governing Structure* for guidance in developing new institutions. The Committee N Report states the following:

> The committee believes that any new public institution of higher education in Illinois – whether technical institute, junior/community college, senior college, or university – should be planned as such, and should from inception be a "free-standing" institution and not a "branch" of an existing institution. Regardless of the source of the proposal, a new institution should be assigned by the Board of Higher Education to the most appropriate state system (not institution) for development and governance. The criteria for allocation should include system typology, balance in and among systems, and, to a lesser extent, geography. While the committee opposes, in principle, the development of branch campuses among senior institutions, it does not reject the advantages of having one or more existing institutions assist a governing board in developing a new institution through "cadre" and other techniques.*

The Committee's emphasis upon the "free-standing" nature of the institution is based upon a concern for institutional freedom to develop a particular mission in a given locality. Too often a multicampus system dominated by a central administration on a large campus tends to create a situation in which the outlying campus units are overly dependent upon the central administrative machinery for day-to-day directions and decisions. The "homogenizing" of campus units under a strong central administration and a governing board is usually reflected in the selection of students throughout the system with similar scholastic aptitudes and aspirations. Programs and degrees are developed with the same standards and often at the same levels of instruction which traditionally prevail in the system. In short, the affiliated units tend to become replicas of the parent campus in their curricula, educational services, and institutional aspirations. This pattern of replication restricts the freedom needed by new institutions to create their own functional styles of administration and organization. Particularly, such institutions tend to be less sensitive to development of programs and services which are indigenous to the localities they serve.

* Committee N – *Governing Structure*, pp. 18-19.

The Committee N concept of "free-standing" is further delineated in its report of differential functions proposed for the chief executive officer of the system as compared with those of the chief executive officer of the campus.* The former officer, as viewed by Commitee N, is principally involved in systems planning and development, while the latter – usually a president – would be involved with administering campus operations.

Although the relationship of the campus officer to the governing board and its systemwide staff may vary from system to system, the objective of Committee N is to assure a certain degree of academic and administrative autonomy for the institutions – freedom required to stimulate initiative, to maintain high morale, and to avoid delays in decisions concerning day-to-day operations.

Substantial institutional autonomy is important for the newly authorized institutions in Chicago and Springfield. As community-centered institutions, they must be both efficient and flexible in their administrative organization in order to be responsive to the needs of commuting students and to the communities which utilize their services. It is assumed, therefore, that each campus would have a chief administrative officer (usually a president), a faculty senate, and other officers and organizations needed to operate a "free-standing" institution.

As an illustration of the relationship between administration and governance of a "free-standing" institution, one might consider the processing of certain institutional policies. Recommendations on salary, tenure, and programs, for example, would progress through the internal administrative channels of the institution to the chief executive officer of the campus, who in turn would forward the recommendations to the governing board through the chief executive officer of the system. Although the system's executive would be obligated to forward these recommendations in unmodified form to the board, he could also exercise his right as the board's executive officer to present an accompanying recommendation which may or may not concur with the institutional proposals.

Again, recognition is given to differences in the internal organization of various public higher education systems in Illinois; hence, the mechanics of the foregoing illustration may vary. It is urged that the governing board or boards assigned the newly authorized institutions organize them in harmony with the "free-standing" concept advocated by Committee N.

Consultation in Planning New Institutions

A board assigned governance of a new institution should be encouraged to employ consultants from any of the systems of public higher education and/or from private institutions who have particular capabilities in advising on the development of specialized curricula and services. In fact, the governing board is strongly urged to organize a committee of experts, including junior college specialists, who are skilled in program and physical facility development to advise the board throughout the planning of the new institution.

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* See page 17, Committee N Report.

CHAPTER 4 – LOCATIONS

A – Recommendations

It is recommended that:

15. **The new senior institution in the Chicago area be located adjacent to the city limits of Chicago in southern Cook County, within the rectangular area bounded by 135th Street on the north, Interstate 94 on the east, U. S. Highway 30 on the south, and State Highway 43 on the west. The final site should be selected with special cognizance of the location of, and the need for close articulation with, the junior colleges within commuting distance. It should be located sufficiently near a junior college for concurrent student attendance.**
16. **The new senior institution in the Springfield area be located near the eastern or northeastern perimeter of the city with proximate access to Interstate Highway 55. The final site should be selected with special cognizance of the location of, and articulation with, Lincoln Land Junior College.**

B – Comments

General considerations underlying site selection in both areas, Chicago and Springfield, include availability of land, accessibility and transportation patterns, proximity of other institutions, and distribution of the population to be served. The conditions to which these considerations apply differ markedly between the two areas. Also, there are additional factors peculiar to each situation. Discussion and data supporting recommendations #14 and #15 are given, respectively, in Sections I (Chicago Area) and II (Springfield Area).

I – CHICAGO AREA

City versus Suburban Location

A fundamental determination in proposing a location for the newly authorized institution is to consider the merits of placement within the City of Chicago as contrasted with the suburbs. Availability of current educational opportunities, however, tends to rule out a city location.

The city is already served by thirty-one senior institutions, three of which are public institutions.* Further, the city is a relatively small area, as compared with the remainder of the six-county Chicago Standard Metropolitan Statistical Area, and has excellent commuting opportunities (see Figure 1). The Loop Area at the convergence of most of the transportation arteries contains thirteen private senior institutions and the Chicago Circle Campus of the University of Illinois. The remaining two public senior institutions which serve general students are (1) Northeastern Illinois State College near the northern limits of the city and (2) Chicago State College in the south central portion (see Figure 1).

Although the city contains many institutions, they provide educational services for a vast population. The rate of population growth in the suburban ring around Chicago is more rapid than in the city (see Figure 2). However, the density of the city's population is approximately fifteen times greater than that of the rest of the CSMSA (see Figure 3). It is apparent, therefore, that any location in a suburban area should be close to the City of Chicago to serve, in

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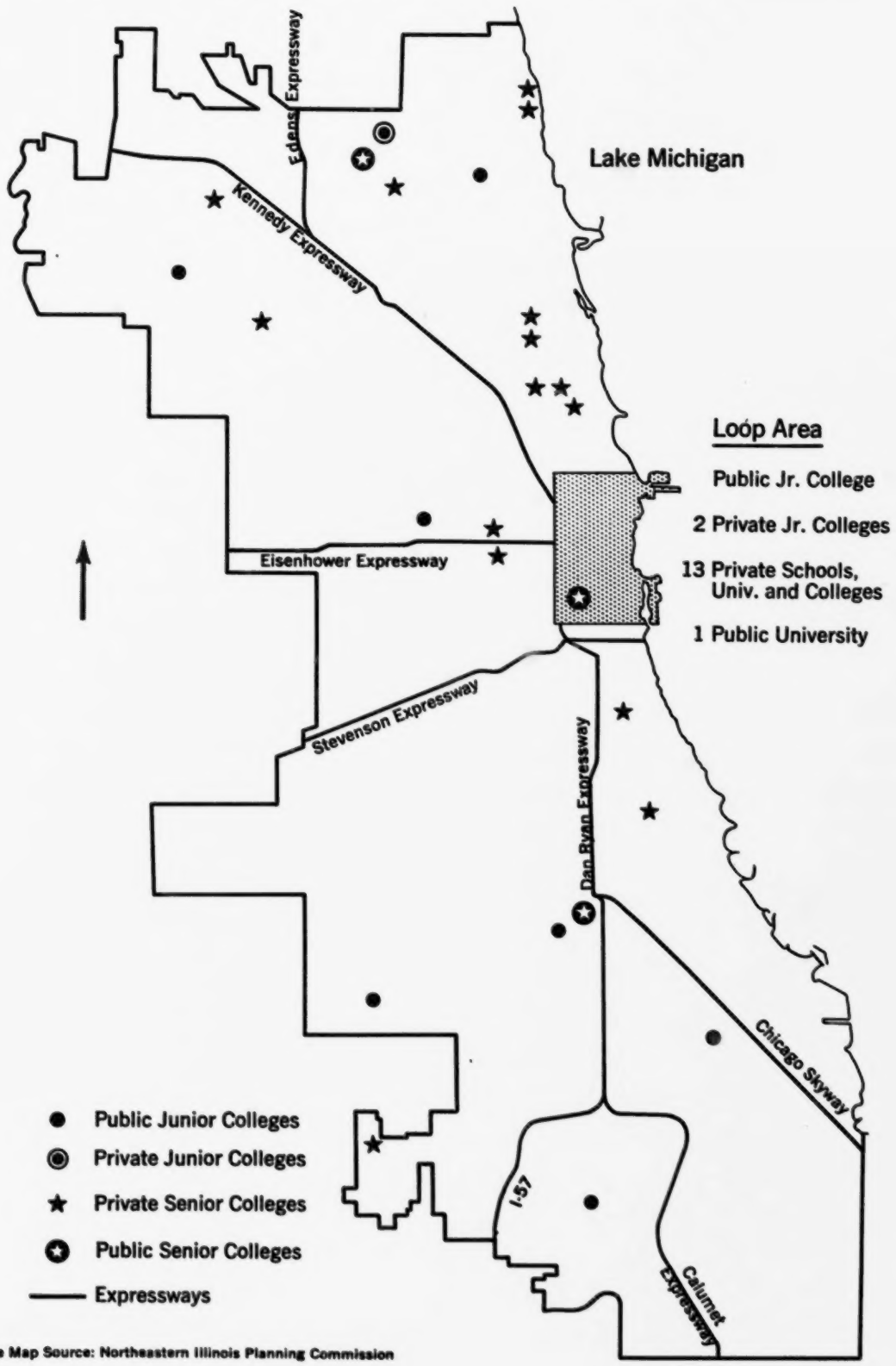
* Excluding the specialized Medical Center of the University of Illinois.

FIGURE 1

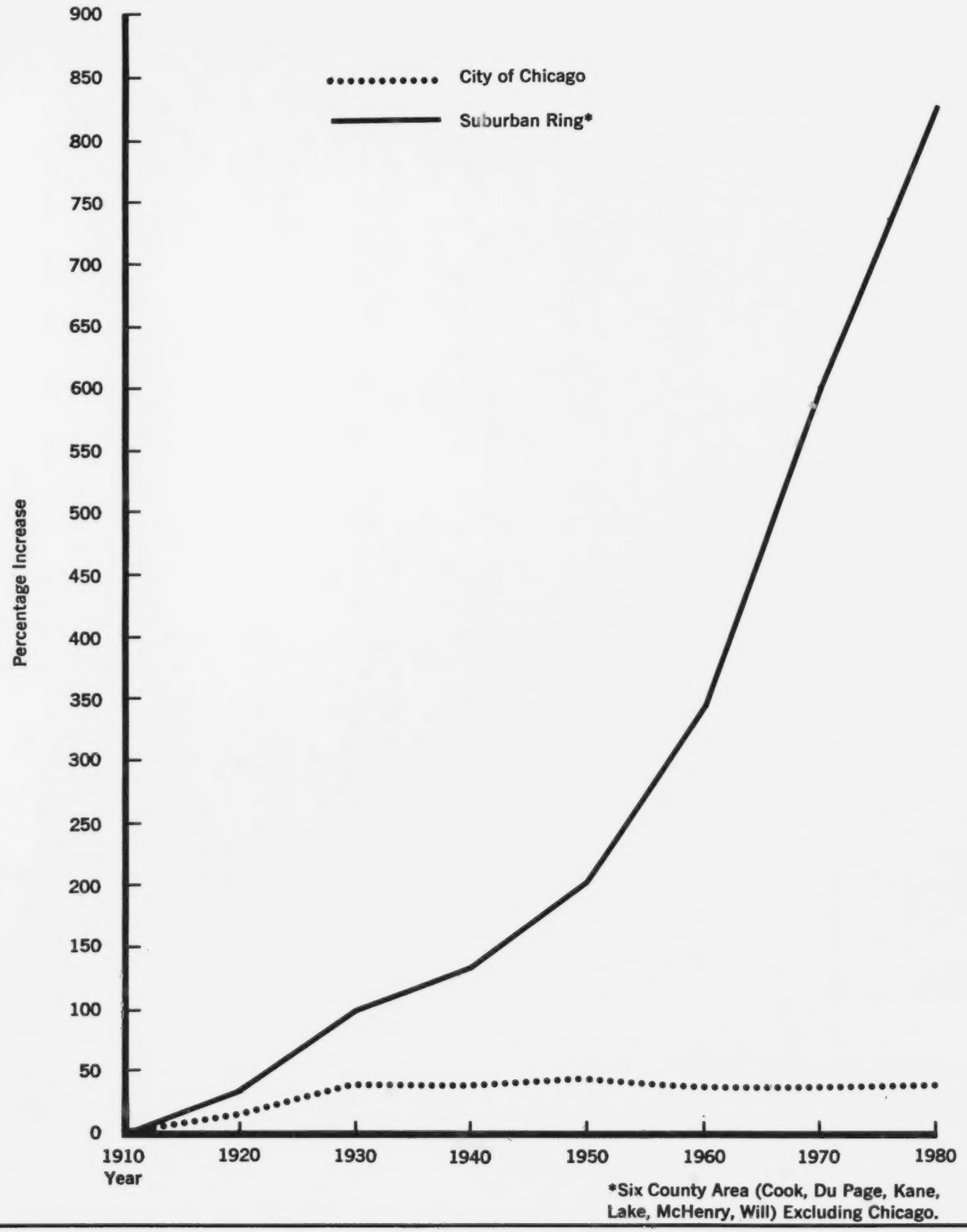
HIGHER EDUCATION INSTITUTIONS AND EXPRESSWAYS, CITY OF CHICAGO



Base Map Source: Northeastern Illinois Planning Commission

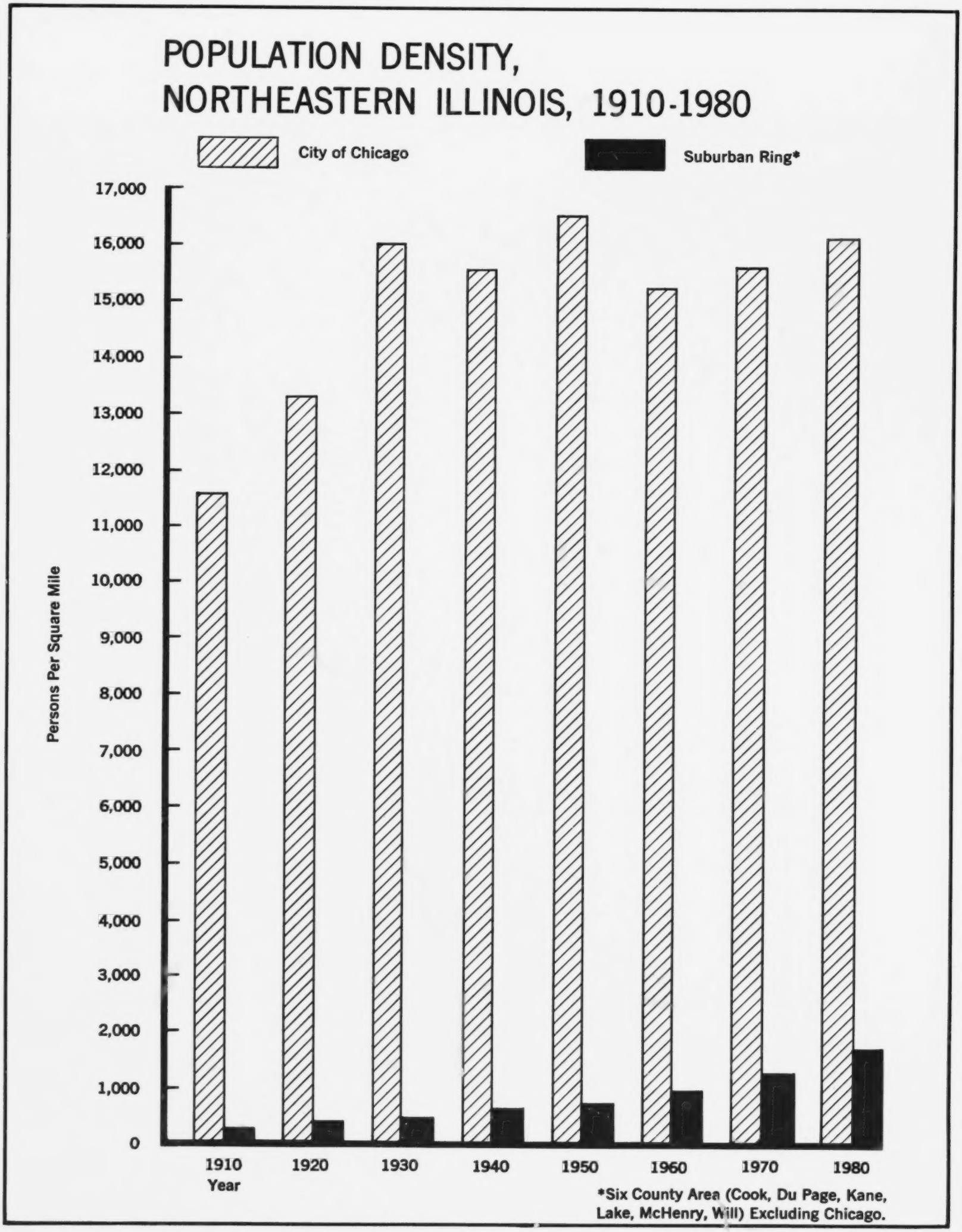
FIGURE 2

RATE OF CHANGE IN POPULATION DENSITY, NORTHEASTERN ILLINOIS, 1910-1980



*Six County Area (Cook, Du Page, Kane, Lake, McHenry, Will) Excluding Chicago.

FIGURE 3


POPULATION DENSITY,
NORTHEASTERN ILLINOIS, 1910-1980
City of Chicago
Suburban Ring*
Persons Per Square Mile
17,000
16,000
15,000
14,000
13,000
12,000
11,000
10,000
9,000
8,000
7,000
6,000
5,000
4,000
3,000
2,000
1,000
0
1910
1920
1930
1940
1950
1960
1970
1980
Year
*Six County Area (Cook, Du Page, Kane,
Lake, McHenry, Will) Excluding Chicago.

part, the heavy concentrations of city population.

It is evident that the present location of expressways and senior institutions provides greater access for commuter students in the central, western, and northern portions of Chicago than in the southern portion. A new commuter institution near the southern edge of the city would serve more Chicago residents than if it were located on the north or west.

Recommended Location – Southern Cook County

Many factors point to the primacy of need for a public senior institution in southern Cook County. Seven reasons are outlined hereafter to support a recommended location beyond, but near, the south perimeter of the city.

1. Availability of Senior Institutions

Within the southern half of Cook County (as bisected by U. S. Alternate 30) there is only one senior institution, a Roman Catholic theological seminary for men (Tolentine College) enrolling seventy-two students during the current academic year. Further, the only senior institution south of Chicago State College within the city limits (one third of the city area) is a four-year women's college operated by an order of the Roman Catholic Church.

In sharp contrast, the northern half of Cook County contains ten senior institutions with a combined fall, 1967, enrollment of over 22,000 (see Figure 4). Among these, two private coeducational senior institutions – Northwestern University and the National College of Eduation – and Rosary College (a private college for women) have a combined enrollment of 19,381, of which over one third are commuting students.

2. Proximity to Junior Colleges

Present and projected statistics indicate that more students are enrolled in junior colleges in the southern portion of Cook County than in the northern portion. The northern half of Cook County contains two public junior colleges with a combined enrollment of 20,097 projected for 1972. The southern half of Cook County contains four public junior college campuses with a 1972 projected total enrollment of 31,144 (see Appendix IV, Table 3, for individual campus enrollment projections). In addition, the northern half of Cook County contains three private junior colleges with a fall, 1967, combined enrollment of 985 (no projections available); the southern half contains only one private junior college with a fall, 1967, enrollment of 450 (no projections available).

In order to provide lower division courses to fill out programs for students who change majors in the senior college or to make up course deficiencies and to preclude development of lower division courses and programs in the new college, it is recommended that the institution be located near a junior college.

3. Accomodation of High School Graduates

There is a large population base of projected 1980 high school graduates in southern Cook County and the southernmost third of Chicago presently without provision for public senior institutions to which they might commute (see Figure 5). The southern half of Cook County is projected to have about 26,000 high school graduates in 1980 compared with 25,000 for the northern half.* The entire southern half of Cook County and the southernmost

* Data Source: Bureau of Institutional Research, University of Illinois.

FIGURE 4

COLLEGES, EXPRESSWAYS, AND COMMUTER RAILROADS IN NORTHEASTERN ILLINOIS

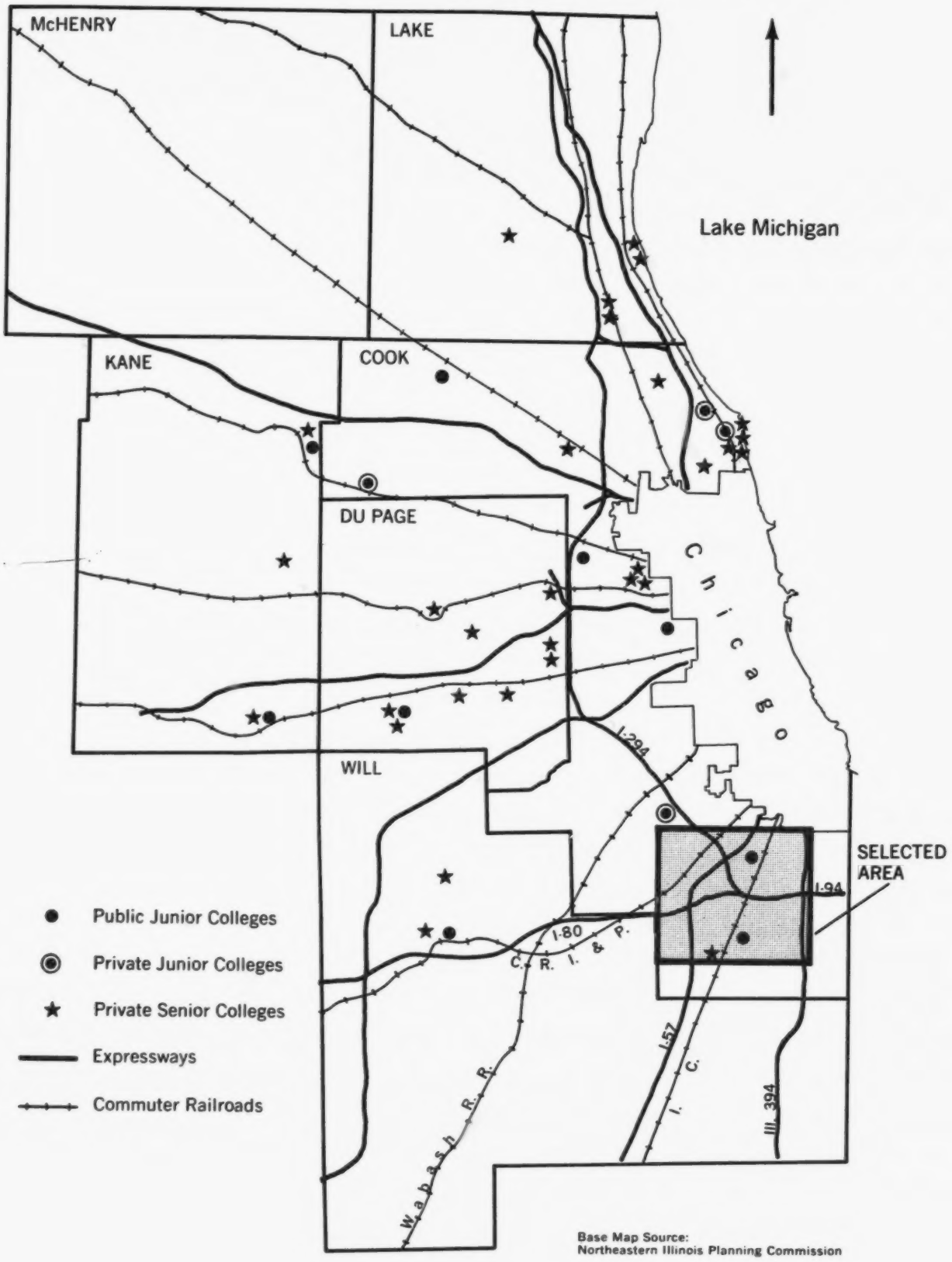
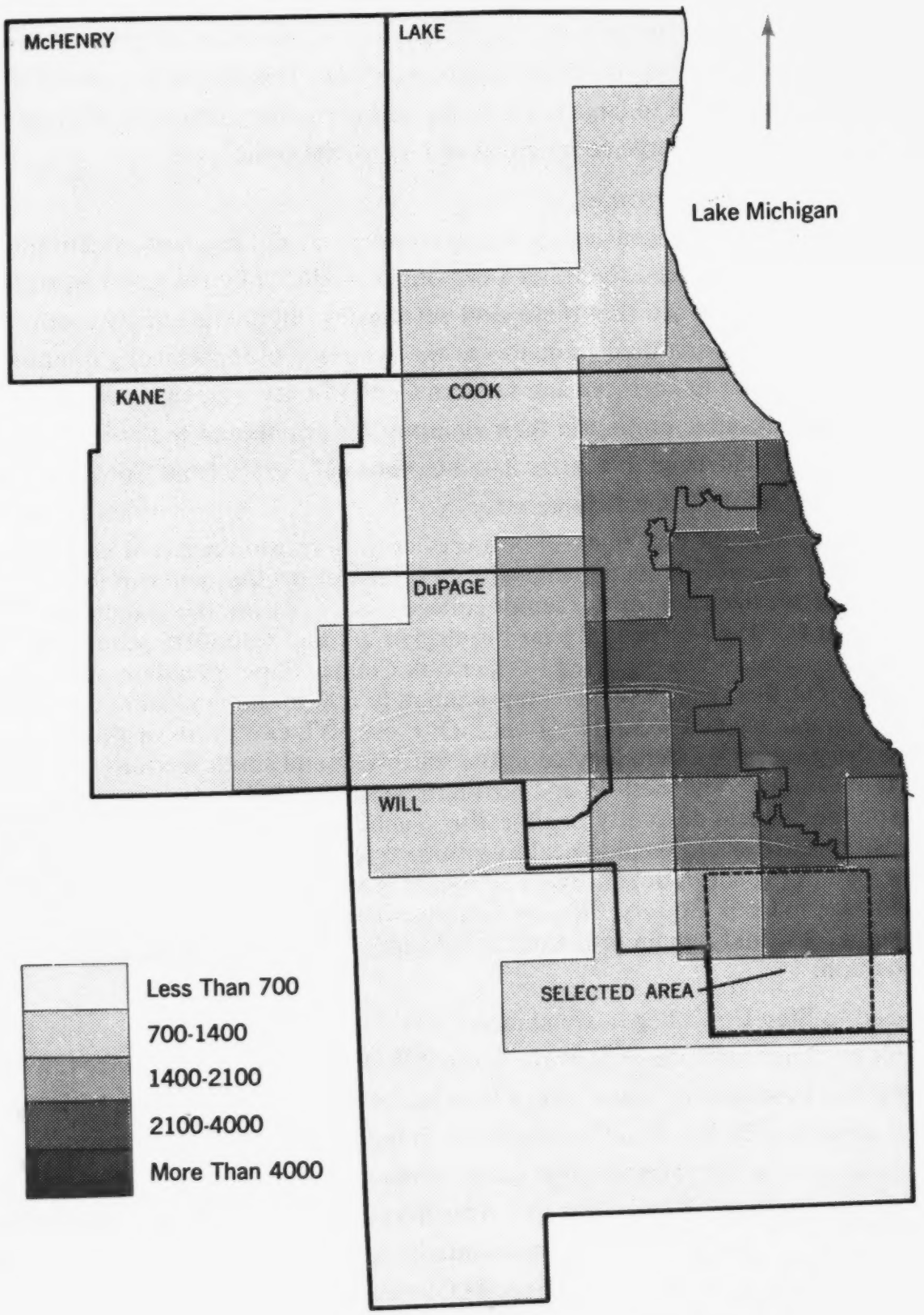


FIGURE 5

DISTRIBUTION OF 1980 PROJECTED HIGH SCHOOL GRADUATES, NORTHEASTERN ILLINOIS



third of the City of Chicago contain only two private noncoeducational senior colleges serving a population of more than one million persons. It is quite probable that there is no other area in the United States with so large a concentration of population which has no provision whatever for publicly supported upper division and graduate education.

4. Availability of Land

An intensive aerial survey of the entire CSMSA conducted in 1964 by the Northeastern Illinois Planning Commission reveals that southern Cook County, unlike the suburban areas adjacent to the western and northern city limits, contains many tracts of agricultural and vacant land among the fast-growing suburban communities. This survey also shows the close proximity of the selected area to large tracts in the southernmost sections of Chicago and adjoining suburbs containing large commercial and industrial complexes.

5. Need for Trained Personnel

The many governmental agencies, as well as commercial and business establishments near the recommended location, need the trained personnel produced by the new institution. Conversely, it can be safely assumed that these vital enterprises will provide many locally available positions for students and qualified graduates of the proposed occupationally oriented institution, as similar enterprises in northern and western Cook County welcome graduates of the many senior institutions now present in their vicinity. An example of the professional needs of the selected area is evidenced in a letter dated October 27, 1967, from Cook County Superintendent of Schools, Robert Hanrahan:

> There is no doubt that this will be a very critical decision and that you would appreciate all of the pertinent facts possible so that you can make an objective decision for the senior college site. . . .Before the commencement of the 1967-68 school year for elementary and secondary schools in Cook County, it was reported to the Cook County Superintendent of Schools Office that there were approximately 500 teaching vacancies on the elementary and secondary levels. Of these 500, two thirds of the teaching vacancies were located in the southwest and south sections of Cook County. The western and northern parts of the County were experiencing less difficulty in allocating teacher candidates to fill these positions. It would seem logical to assume that if a senior college were located in the south or southwest, it would greatly reduce the teacher shortage in Cook County. We are assuming here that many of the graduates would remain in the immediate area to locate a teaching position.

6. Need to Step Up College Attendance Rates

Available evidence indicates that at the present time the college attendance rate is significantly lower in southern Cook County than in the northern portion. Establishment of a new public senior institution would be expected to increase the college attendance rates. The college-going rate in the fourteen high school districts located within or adjacent to the selected area is, in aggregate, 53 per cent (see Appendix V, Table 4, for rates and numbers of graduates by district). This percentage is substantially lower than in other suburban areas. For example, in a paper presented to the Special Committee of the Board of Higher Education on behalf of six populous townships in northwestern Cook County, it is pointed out that there has been concurrent with junior college development:

> . . . .an increased percentage of our high school students who continue their education beyond high school. Typical of the area is High School District 214. In 1950 barely 50% of the district's 980 students continued their formal education beyond high school. In 1965 this percentage has risen to 76%. School authorities there expect this percentage to rise even higher as additional higher educational facilities are available and as diversified programs are offered.

It is known that establishment of a junior college increases the rate of college attendance in its commuting area because more youth can afford to attend. It is logical to assume, therefore, that a senior institution would have similar influence upon junior college students since the economic advantage of continuing to live at home would be the same. It is also reasonable to assume that the local availability of a senior institution would encourage high school seniors to initiate a college career.

7. Service to Lower Socio-economic Groups

Socio-economic characteristics of the recommended area indicate a greater need for the new senior institution than in the northern and northwestern portions of Cook County. The decision to begin and to continue in college is largely determined not only by academic qualifications but also by economic and social factors of the family and community.

One agency indicates:

> Previous studies of the Planning Commission show that the socio-economic characteristics of the population tend to be highest in the north shore suburbs and to descend, in a fairly systematic manner, as one moves in an arc to the northwest, the west, the southwest, and the southern part of the suburbs.*

The socio-economic rank of all northeastern Illinois municipalities over 10,000 population outside of Chicago is shown in Figure 6. One should note that twelve of the sixteen communities shown as entirely or partially included within the selected area in southern Cook County rank as middle, lower, or lowest in socio-economic status and that these rankings contrast sharply with those in northern and northwestern Cook County.

II – SPRINGFIELD AREA

The primary consideration in locating this site should be to serve surrounding communities within reasonable commuting distance (50 miles) as well as Springfield. This consideration entails close proximity to the I-55 bypass (see Figure 7) because of the accessibility it provides not only to Springfield residents but also to out-of-town students from the other large communities in the region. The service area would include, but not be limited to, the counties of Sangamon, Morgan, Menard, Logan, Macon, and Christian. The principal community in each of these counties is, respectively, Springfield, Jacksonville, Petersburg, Lincoln, Decatur, and Taylorville.

Three federal and four state highways converge on the capital city, affording the people of Central Illinois easy access to Springfield. The main highway I-55 (U.S. 66) provides a four-lane beltline around Springfield extending from the north, around the east side, and toward the south. Planning has begun on a beltline around the west side; completion is expected by 1975. When this work is completed, I-55 will provide a circumferential artery about Springfield, with all highways intersecting the I-55 beltline.

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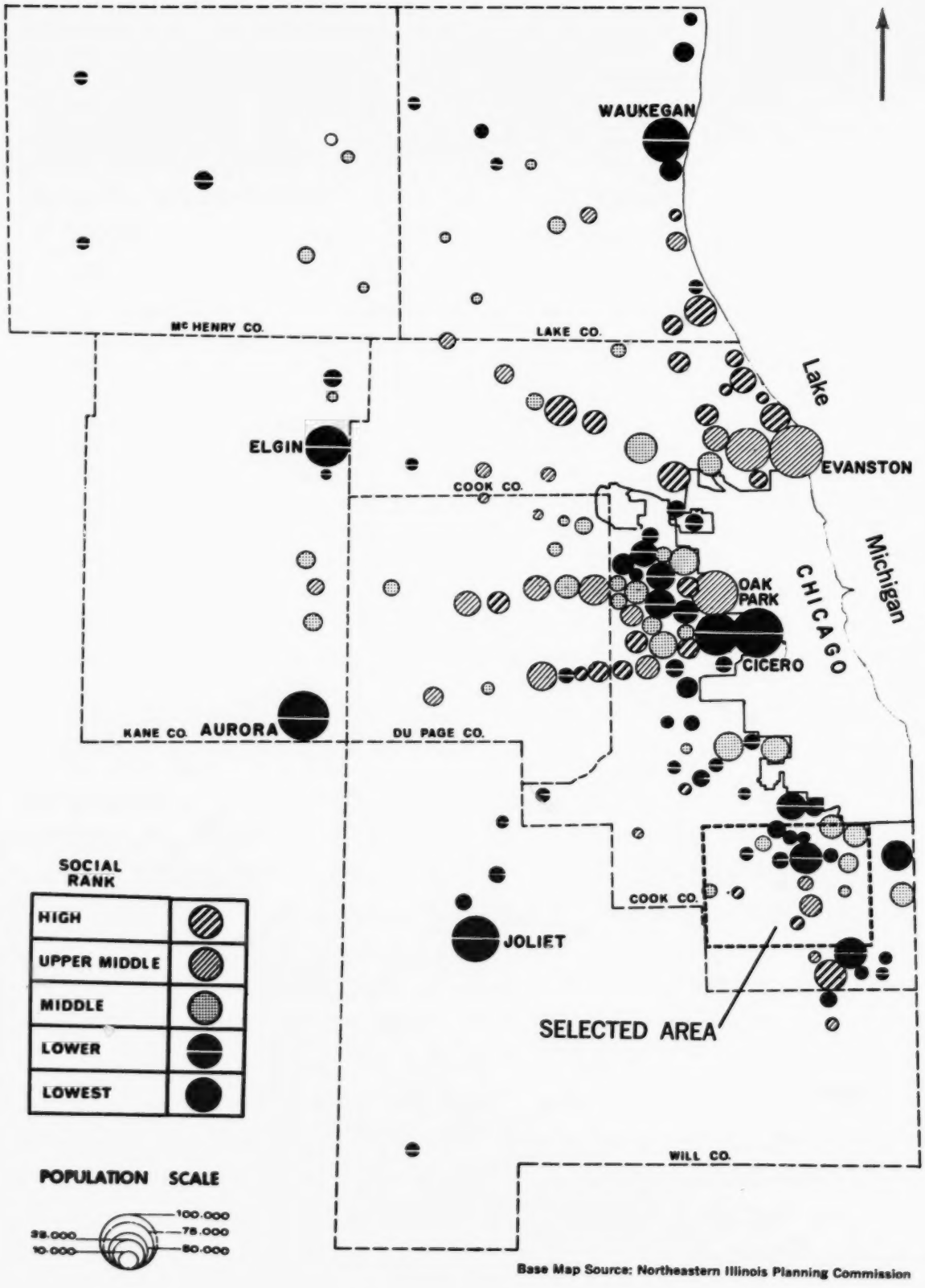
* Northeastern Illinois Planning Commission, *Population and Housing* (April, 1965), p.71.

FIGURE 6

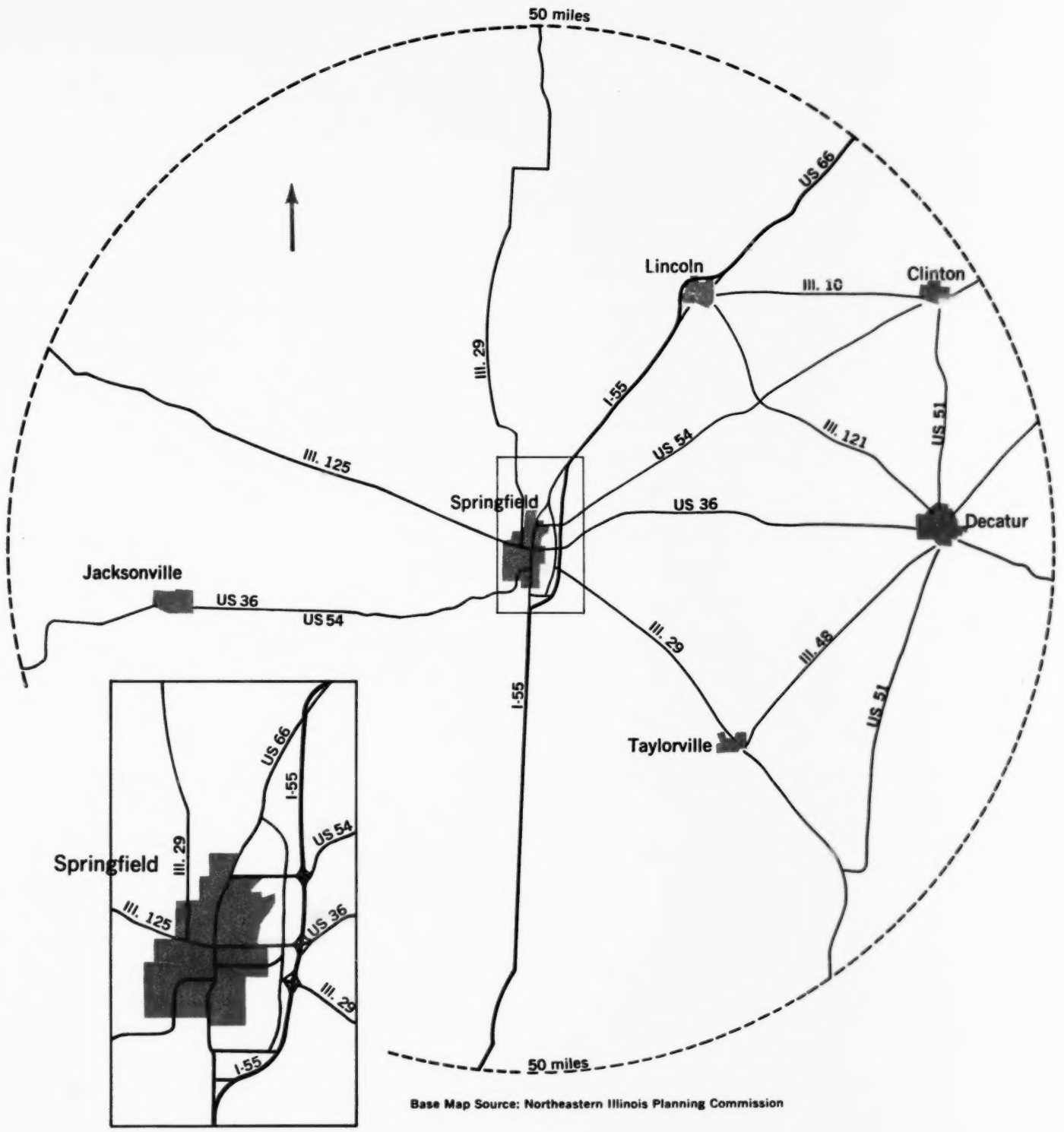
SOCIO-ECONOMIC RANK OF MUNICIPALITIES IN NORTHEASTERN ILLINOIS



Base Map Source: Northeastern Illinois Planning Commission

FIGURE 7

SPRINGFIELD & VICINITY



Base Map Source: Northeastern Illinois Planning Commission

Springfield itself contains two higher institutions: (1) Concordia Seminary (Lutheran) enrolled 400 students in fall, 1967; (2) Springfield Junior College (Catholic) enrolled 974 students in fall, 1967. Five other private senior institutions of higher learning are within 50 miles of Springfield. Of these, Lincoln Christian College in Lincoln primarily trains church personnel for a particular denomination. The other four colleges offer programs which serve the general population of students. Their enrollments, tuition, and distance from Springfield are shown in Table 1.

Table 1

CHARACTERISTICS OF COLLEGES NEAR SPRINGFIELD

Colleges	Enrollments 1957	Enrollments 1967	Per Cent* Commuting	Tuition	Locality and Distance from Springfield
Blackburn	358	485	16	$ 850	Carlinville (48 miles)
Illinois College	405	739	29	1,050	Jacksonville (34 miles)
MacMurray	697	1,121	3	1,600	Jacksonville (34 miles)
Millikin	1,561	1,847	21	1,400	Decatur (39 miles)

These four colleges expect moderate growth: the combined total enrollment was 4,192 in 1967 and is expected to increase to 4,518 by 1971. The capacity in 1974 is 4,715.**

The nearest publicly supported senior institution is Illinois State University at Normal about 60 miles to the northeast of Springfield.

Lincoln Land Junior College is scheduled to begin operation in the fall, 1968. Its projected enrollment is 6,682 by 1977. A high degree of articulation between Lincoln Land and the new senior institution will enhance the success of both institutions. If possible, the two institutions should be sufficiently near each other in order to preclude lower division development in the senior institution and to provide opportunity for senior college students to take classes in the junior college when they change majors and need prerequisite lower division courses.

The new campus initially should be outside Springfield but near the city limits for possible annexation at a later time in order to take advantage of police and fire protection and utilities services.

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* Data provided to the Board Staff by Registrars or Admissions Officers in each college.

** *Survey of Enrollment Ceilings, Building Plans and Enrollment Capacities - Fall, 1965,* Board of Higher Education (Springfield, Illinois, December, 1966).

CHAPTER 5 – GOVERNANCE

A – Recommendations

Assignment to Board of Governors

17. **Given the role and function of the institution proposed in Chapter 3 for the southern area of Cook County, the Board of Governors of State Colleges and Universities be given the responsibility for its development and governance.**

Assignment to Board of Regents

18. **Given the role and function of the institution proposed in Chapter 3 for the Springfield area, the responsibility for its development and governance be given to the Board of Regents.**

B – Comments

Introduction

Of the various deliberations presented in this report, by far the most difficult and most controversial has been that of governance. Precisely because of the sensitivities and pressures encountered on this issue, the Board has gone to special lengths to fulfill its obligation to render a sound and objective judgment. It has received and acted upon a report from its Special Committee which, based upon five months of investigation, proposed the recommendations given herein.

The Special Committee took pains to examine all aspects of the issue of governance. It asked for and received additional time in which to consider the implications and likely consequences of possible alternative courses of action.

Among other things, the Special Committee requested the Chairman of the Board of Higher Education to reconvene its three standing advisory committees: the Faculty Advisory Committee, the Presidents Advisory Committee and the Citizens Advisory Committee. Without in any way seeking to sidestep or dilute its own responsibility, the Special Committee desired to avail itself of the judgment and experience of the committees which played such a significant role in the development of Master Plan – Phase II, under whose aegis the two new institutions are being launched.

The advisory committees rendered oral reports of their recommendations. The written reports of two committees are included in Appendices VI and VII.

All three advisory committees recommended that the southern suburban Cook County institution be assigned to the Board of Governors of State Colleges and Universities. Regarding the Springfield institution, however, there was complete divergence of opinion, with the Citizens Committee recommending the Board of Trustees of the University of Illinois, the Faculty Committee recommending the Board of Regents, and the Presidents Committee recommending the Board of Governors of State Colleges and Universities.

This total lack of concurrence was, in itself, evidence of the complexity of the problem and of the extent to which people of knowledge and good will, but perhaps differing points of view, can draw wholly different conclusions from the same set of facts.

The Board is pleased that the unanimity of the three advisory committees was in accord with its Special Committee's unanimous conclusion that the governance of the southern Cook

County institution be made the responsibility of the Board of Governors of State Colleges and Universities.

Of the four governing boards of senior institutions, only the Board of Trustees of the University of Illinois made a strong bid for the governance of the Springfield institution.* In the absence of competition from other governing boards, it would have been easy for the Board to recommend assignment to the University of Illinois. Such a course, however, would have gone contrary to the best judgment of the overwhelming majority of the Special Committee and would not have been in the long-term best interests of public higher education in Illinois.

Diversity in Roles of Institutions

Diversity has always been the great strength of American higher education. At the college level, a myriad of small and large private institutions has for many decades ensured a flexibility of educational pattern that has well suited the individuality of the prospective student and allowed him, within his financial means, to choose the type of institution best fitted to his abilities and desires.

Today, however, as our society becomes concerned with making college available to increasing numbers of people, and as the center of gravity shifts from private to public institutions because of the need to bring higher education within the financial means of all who are qualified, the principle of diversity becomes all the more important.

Differences in students among the systems is exemplified in Figure 8. It reveals the per cent of freshman students who enroll from the top quarter of high school graduates according to rank in class. The range among the four systems is striking. The differences among systems in the function and program they emphasize are revealed by the proportion of dollars spent on operations (see Figure 9) and by the proportion of total faculty effort (see Figure 10). Full data on which these "Figures" are based appear in Appendices VIII and IX. As the following figures show, the structures reflect the dynamics of educational need and the limitation of more traditional classifications of institutions.

Need for New Types of Institutions

Formerly, two types of institutions dominated American public higher education: the state university and the teachers college. Both have changed their character.

State universities once admitted all applicants with high school diplomas, but as enrollment pressures mounted and as the proportion of graduate programs increased, they tended to apply more and more stringent admission standards at the freshman level. Some have become highly selective. In Illinois, the universities – especially the University of Illinois – follow the pattern of admitting larger proportions of students most likely to succeed in graduate and research programs (see Figure 8). As the leading universities move toward an elite student body, the state must recognize the legitimacy of providing this more intensive educational opportunity for superior students and that it must be cherished and supported.

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* At the Board meeting on January 10, 1967, Dr. Henry announced the acquiescence of the University in the governance of the two institutions as proposed by the Special Committee.

FIGURE 8

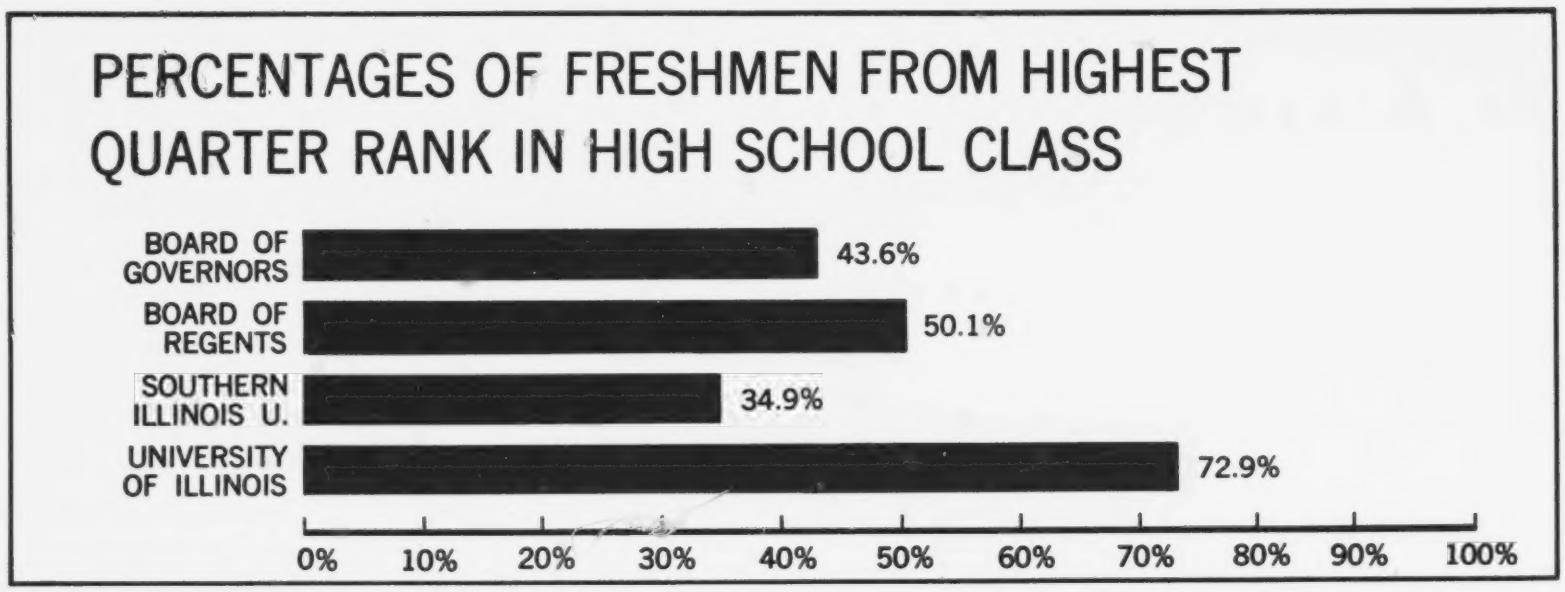


FIGURE 9

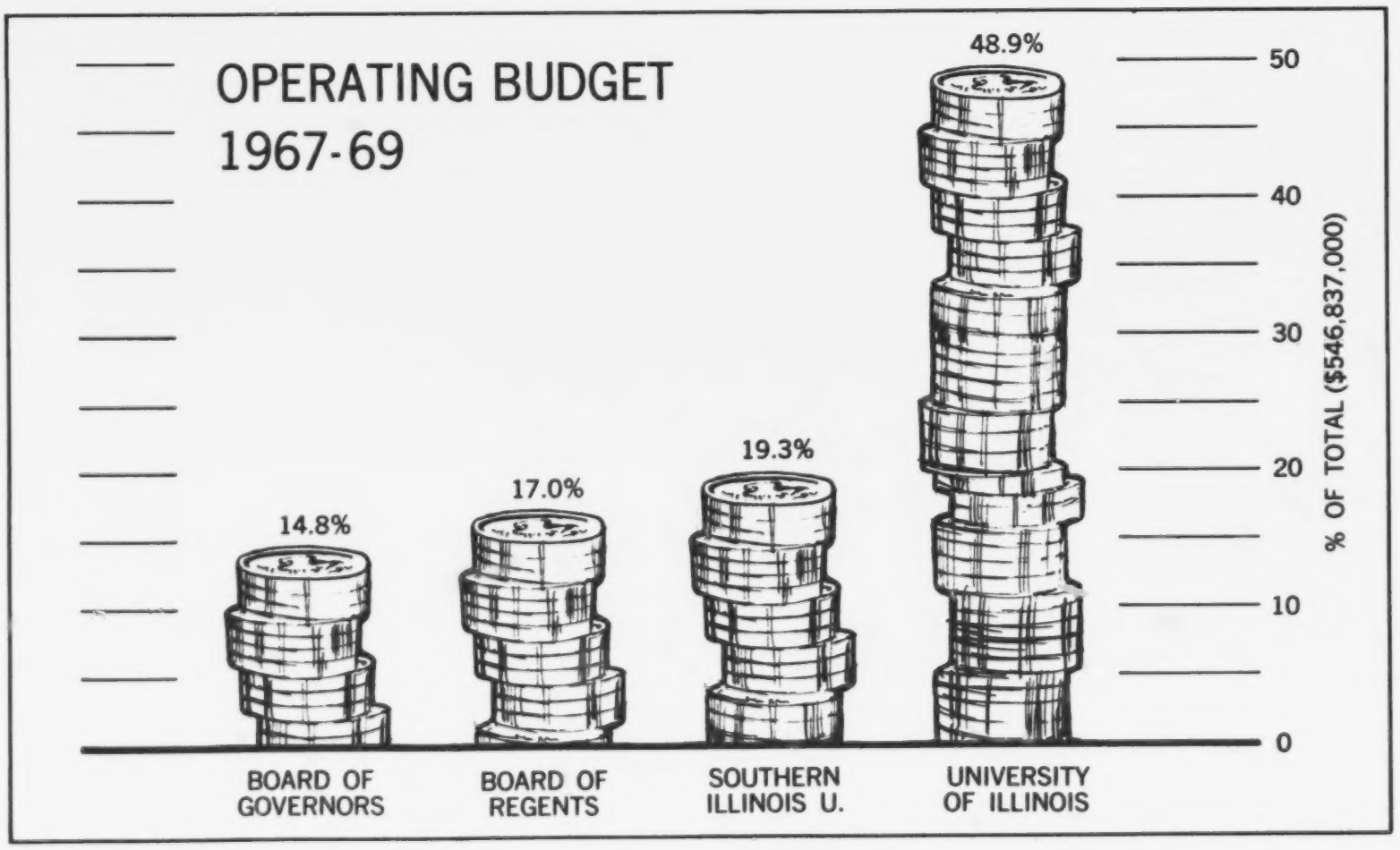


FIGURE 10

PERCENTAGES OF TOTAL PROFESSIONAL PERSONNEL ASSIGNED TO INSTRUCTION AND RESEARCH

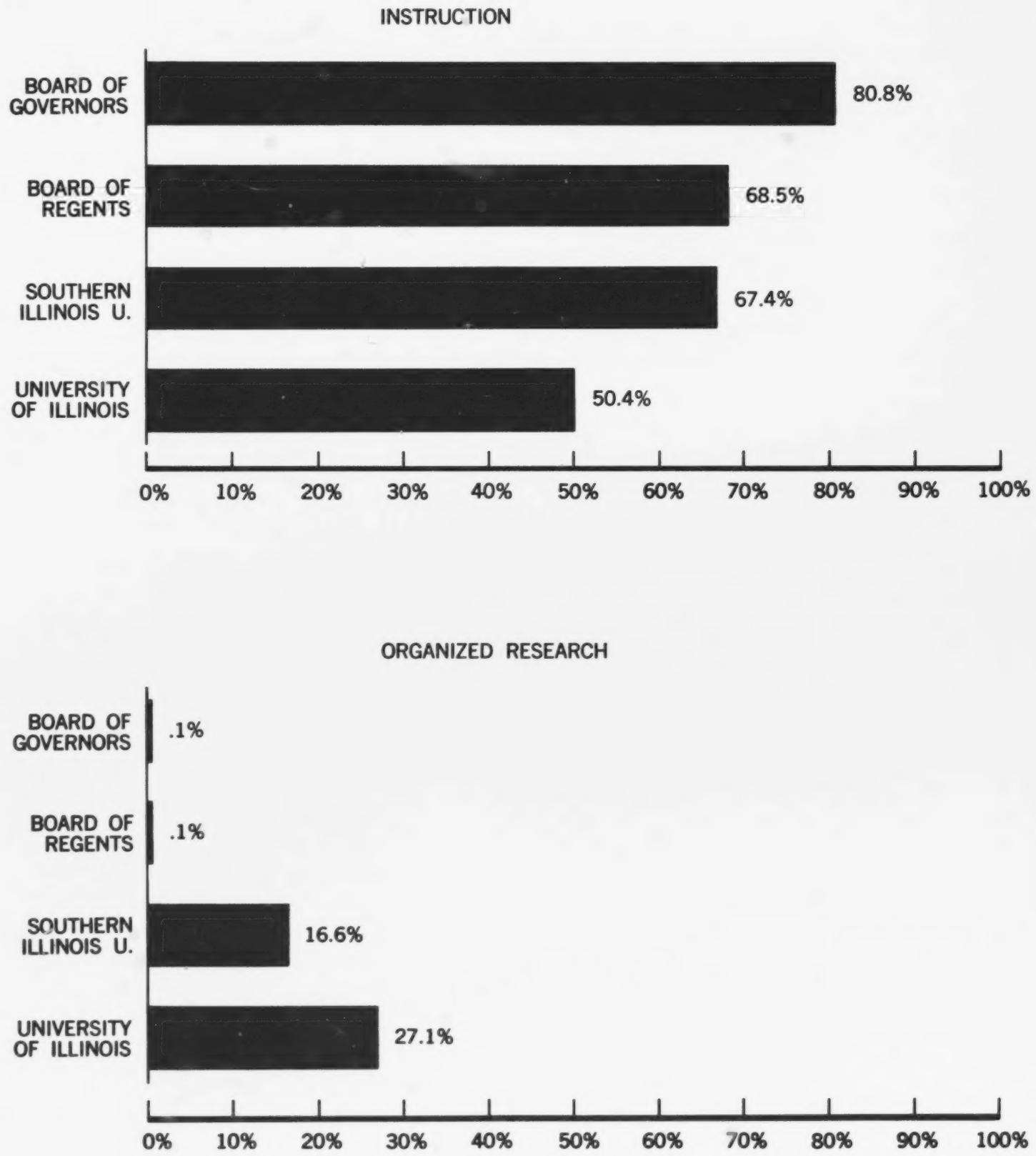


FIGURE 11

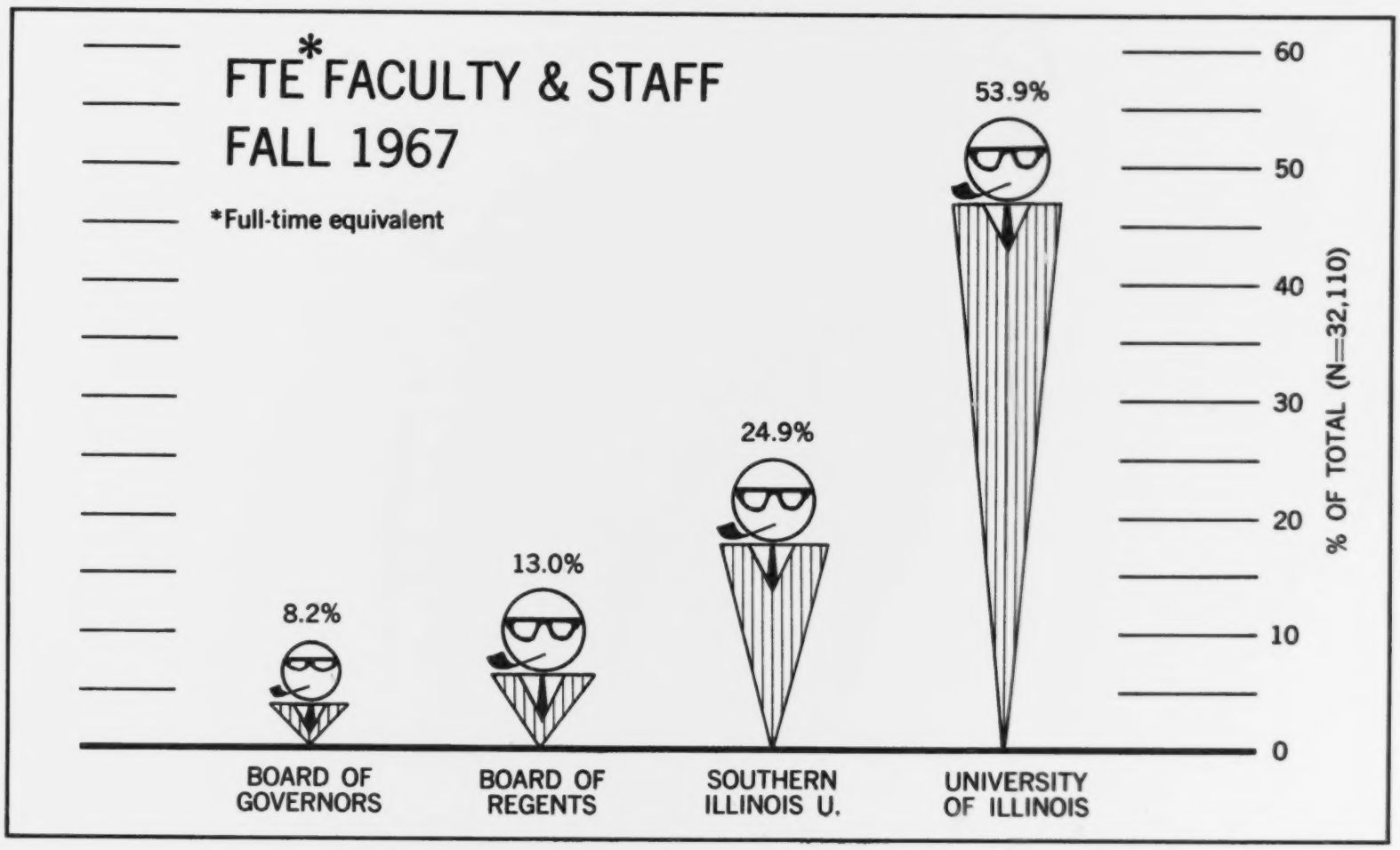


FIGURE 12

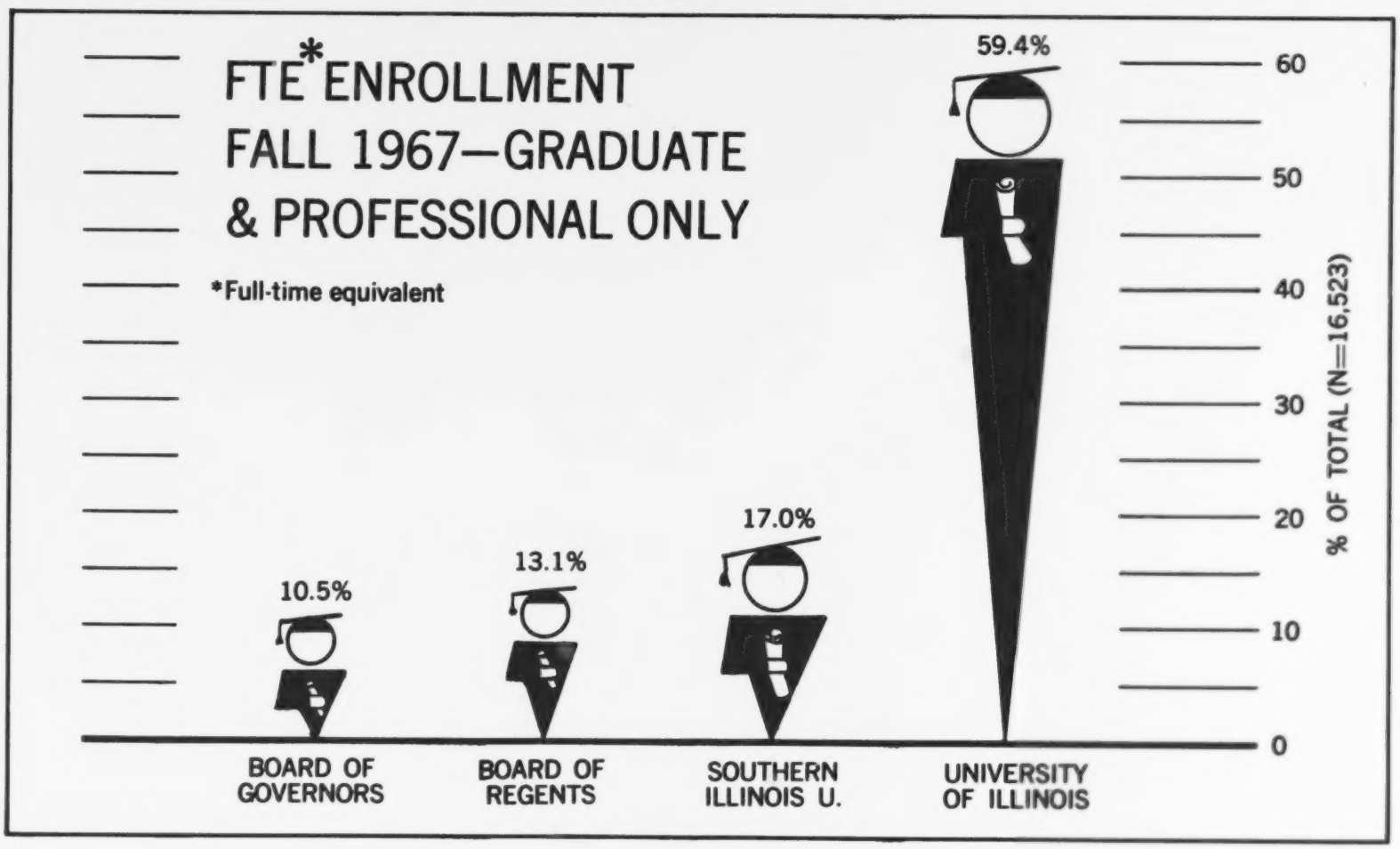


FIGURE 13

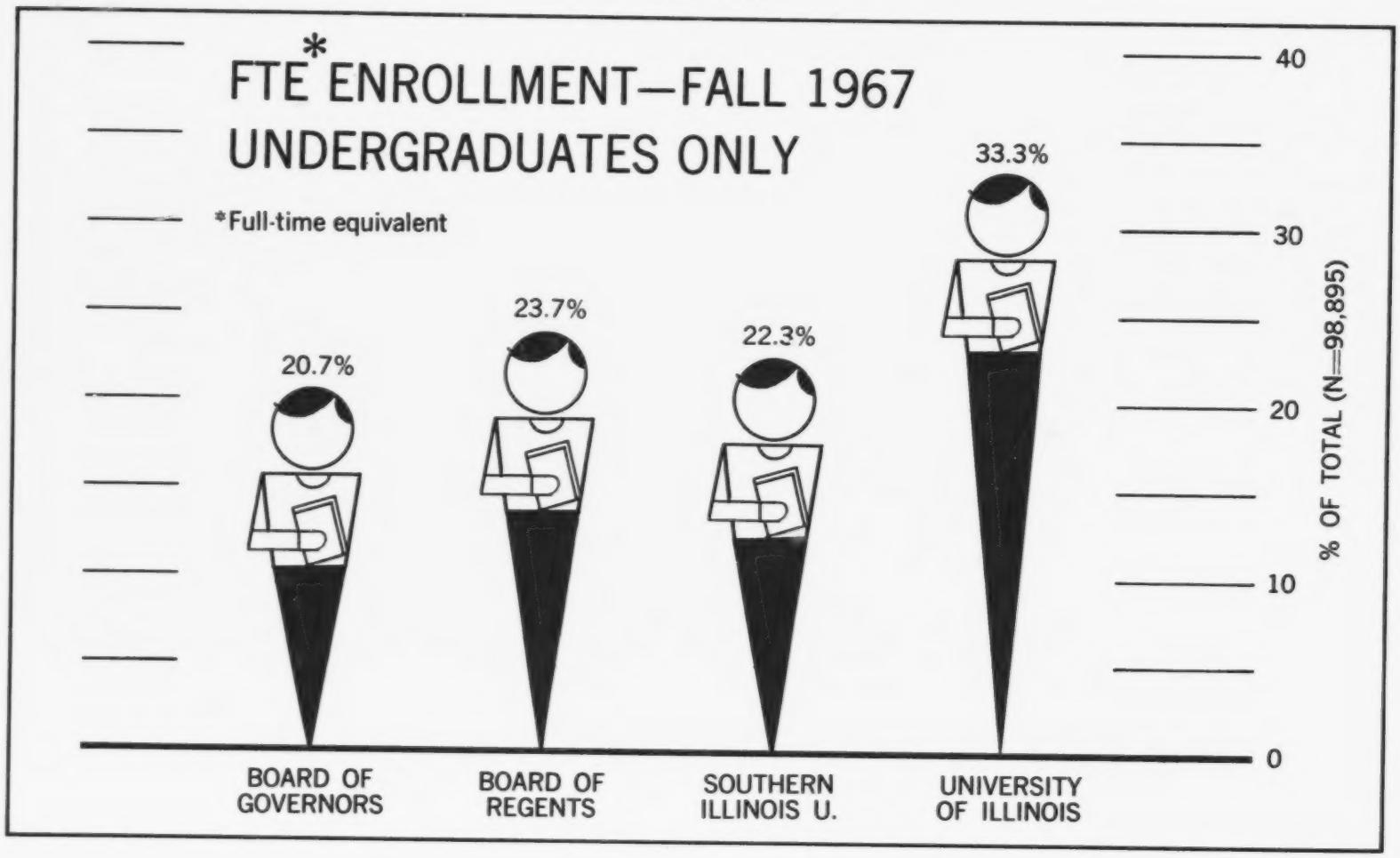


FIGURE 14

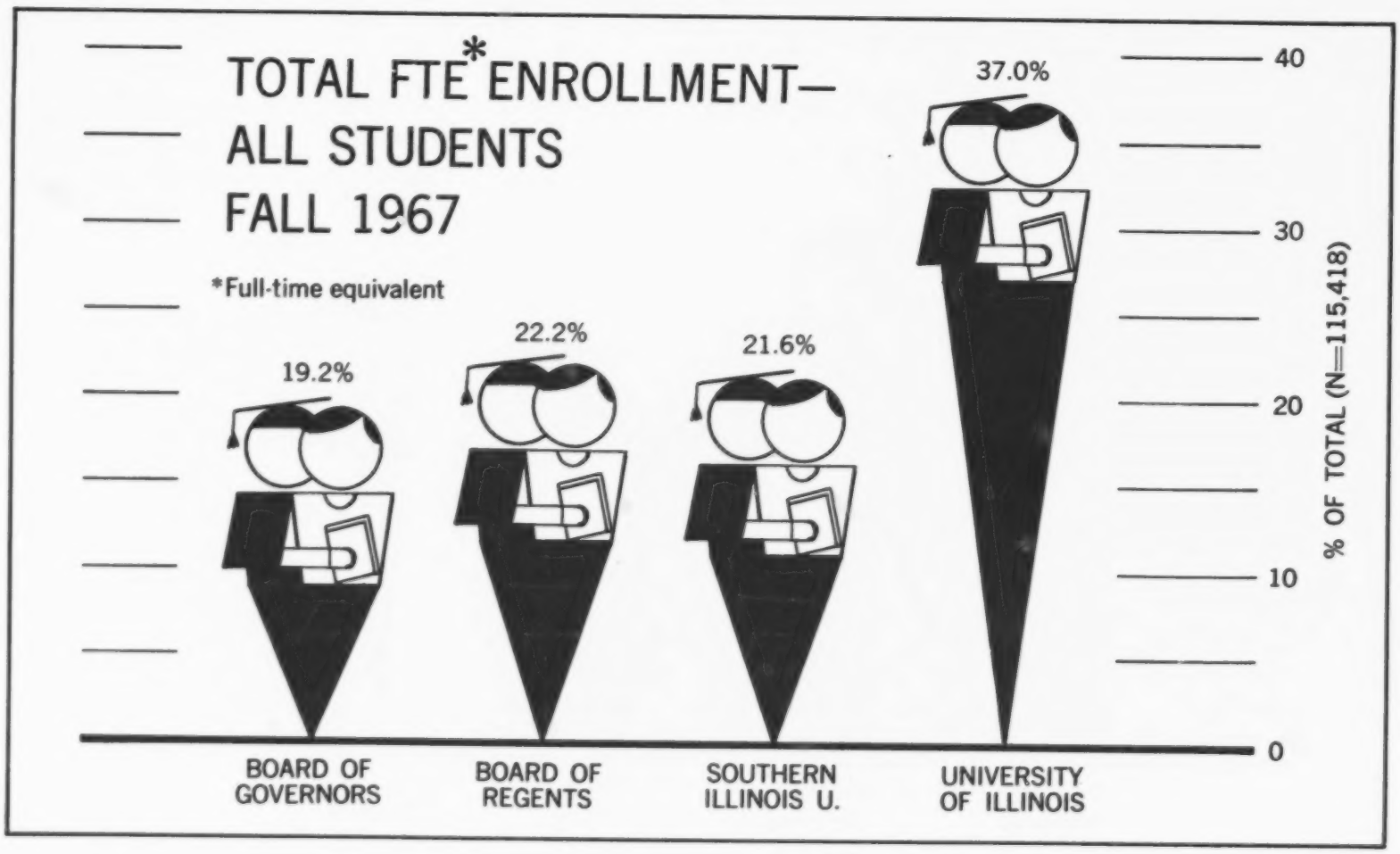
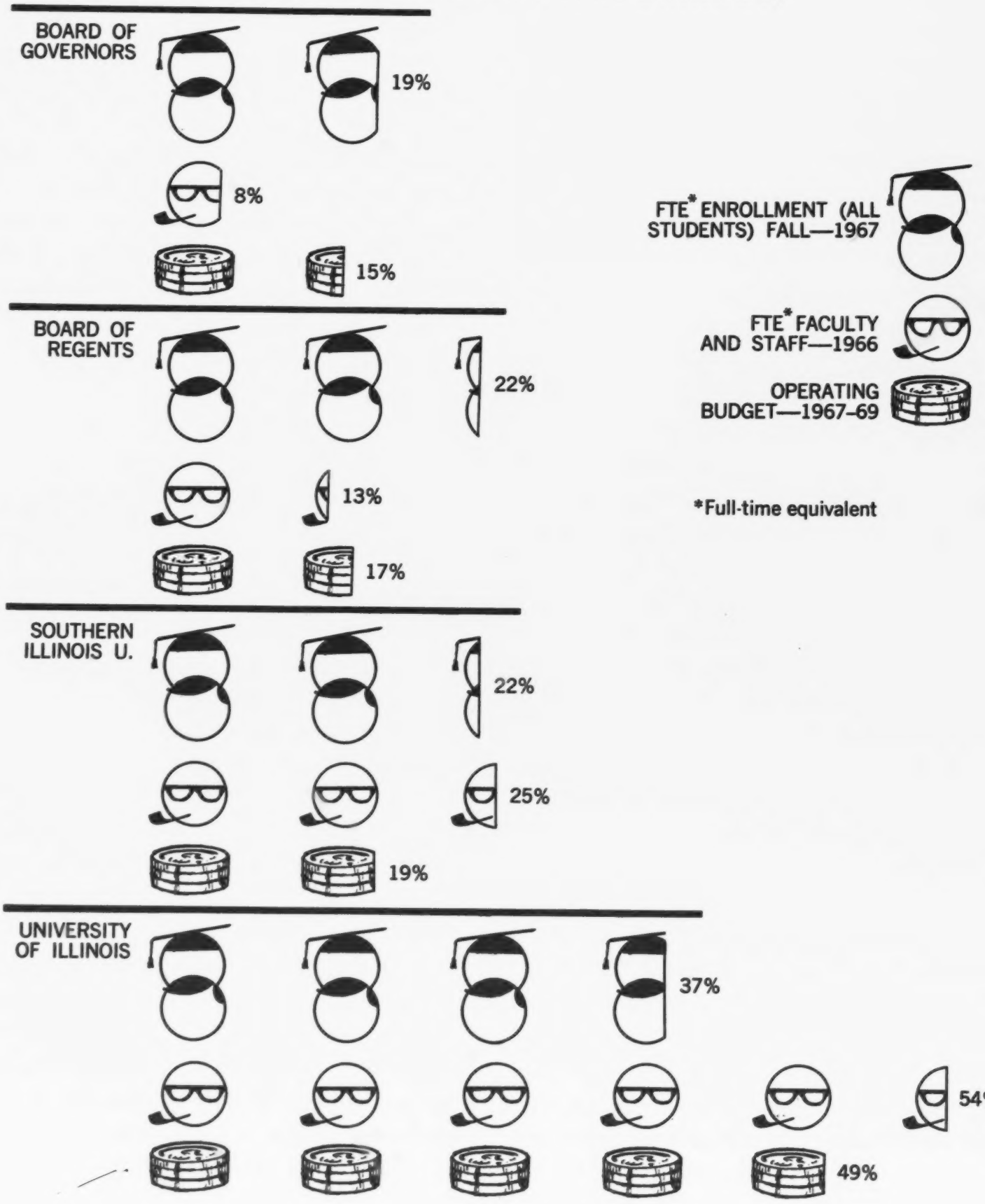


FIGURE 15

COMPARISON OF ILLINOIS PUBLIC HIGHER EDUCATION SYSTEMS—A SUMMARY



Increasingly, too, the former single-purpose teachers' college is becoming a multi purpose institution. The need for more liberal arts and sciences in the education of teachers is now well-recognized. Such courses also prepare students for careers other than teaching and give them the flexibility and adaptiveness which living in a dynamic society requires.

However, these two types of public education, essential as they both may be, are no longer enough. A "third force" is emerging, which, if it is not to become an educational no-man's land and a power vacuum, must be given special attention and guidance. This is the type of education which is especially adapted to the needs of students coming from the junior and community colleges, and to which society is beginning to look for all kinds of "middle management" and technological development.

The complexities of modern living are demanding higher levels of education and increasing numbers of specialists. New careers undreamed of a few years ago multiply rapidly in the service, government, and business fields. Needed now in the collegiate complex are at least a few institutions which emphasize the application of existing knowledge (which is reported to be doubling every ten years) rather than focusing on development of new knowledge. The goal of these institutions, therefore, is to find better means of applying existing knowledge, combining the new, deleting the outmoded, and providing a flexible framework within which trained, educated personnel can address themselves to pressing social needs.

The New Type in Illinois

This "emerging" institution has been recognized in Illinois as the "liberal arts university," providing programs in the liberal arts and closely related fields but not emphasizing basic research and the discovery of new knowledge, functions properly reserved to the present comprehensive state universities.

This kind of university is seen as a truly pioneering segment of public education, and the mission of the Board of Regents, to which the Governor and the General Assembly have entrusted it, is one calling for real educational innovation and for thinking in bold, new terms. The institutions within its province have a distinctive emphasis in program, distinctive kinds of faculty, and distinctive kinds of student bodies. The aspirations of the faculty are not primarily focused on research and graduate students. They expect rather to disseminate knowledge, to find innovative ways in which knowledge may be applied to governmental and business problems, and to emphasize instruction, applied rather than basic research, and the preparation of college teachers, especially for junior colleges and private institutions.

Higher Education for Junior College Transfer Students

The design of additional institutions should be closely bound up with the problem of the transfer students – those students who have completed their first two years in one of the state's burgeoning junior or community colleges and who now desire to go on to some further form of higher education.

The Knoell-Medsker study of all junior college transfer students in ten states entering certain four-year institutions in 1960 revealed that transfers had the greatest "success" and best chance of survival to a bachelor's degree if they entered a state college, a less complex state university or a private college rather than "the" state university.* Data from the study

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* Dorothy Knoell and Leland Medsker, "Factors Affecting Performance of Transfer Students From Two- to Four- year Colleges," University of California (Berkeley, California, 1964), especially Table 37, p.90.

(including states with great universities such as California, Michigan, and Illinois) revealed the state university as offering the poorest opportunity for probable transfer success.

Since these students can be expected to emerge from the state's two-year colleges in increasing numbers, it would thus seem imperative that the emerging universities offer them a climate favorable to their aspirations, values, and needs. Perhaps the majority of such students can be characterized as less theoretically and esthetically motivated and more economically and practically oriented than students in four-year institutions. This does not imply that transfer students are inherently any less able. Moreover transfer students are likely to be more mature and to have a better idea of what they want to do than their counterparts in four-year colleges. These students expect a different kind of educational goal requiring new outlooks, new approaches to programs, new techniques for stimulating learning, and new attitudes.

Differences in Role of the Proposed Institutions

The two new senior institutions recommended by the Special Committee are innovative in concept. They are both to be "capstones" of the junior colleges. Both institutions will be commuter colleges* bringing liberal education within the reach of great numbers of young people in their areas and, equally important, providing for a "middle management" group, equipped to fill competently the myriad of jobs requiring capable day-to-day administration. Editorial comment suggests that this proposal has won fairly wide acceptance.

However, there is some difference in emphasis between the functions recommended for the southern Cook County and the Springfield schools. The much closer focus on government in Springfield and the lack of major facilities for graduate study in the area are likely to require a limited number of post-master programs sometime in the future. Basic research on government can be performed at the two comprehensive state universities. However, in the Chicago Metropolitan Area fully adequate facilities for advanced degrees are already available; doctoral programs should not be required at the southern Cook County school.

All things considered, it is the conclusion of the Board that the southern Cook County institution should be put under the Board of Governors of State Colleges and Universities.

The proposed Springfield institution would seem to fall within the sphere that the Board of Regents has been created to handle. Like business, modern government is recognizing its great need in these echelons for trained personnel who can make all the difference between efficient operation and a stultifying bureaucracy. In this area, the needs of the state and of the student would seem to coincide, with the state government at Springfield constituting an invaluable laboratory in which really exciting learning can take place. Moreover, "middle management" skills are to a large extent transferable – to business, to institutional management, to many other fields.

Furthermore, students throughout the state might well be attracted to this institution for instruction in public administration at all government levels – municipal, county, and state. Insofar as this condition develops, it may be desirable for the board governing the institution to consider construction of dormitories for a limited number of students majoring in public service programs.

* Board policy on commuter institutions is stated as Recommendation No.5 of Master Plan – Phase II:

5. All commuter, public senior institutions, those located or to be located in the large urban areas of the state, not provide or approve dormitories for unmarried undergraduate enrollees less than 21 years of age.

Administrative Difficulties

It was pointed out during the Special Committee hearings that the central offices of the Board of Governors of State Colleges and Universities and the Board of Regents are inadequately staffed to undertake the additional responsibility of developing new institutions. The Board of Regents, for example, will probably not employ an executive officer before March, 1968; until that time, the Board of Governors of State Colleges and Universities staff will continue to serve both boards.

Even when these difficulties are acknowledged and taken fully into account, it is the judgment of the Board that the best interests of the two new institutions and of Illinois public higher education as a whole will best be served by assigning the Springfield campus immediately to the Board of Regents and the Cook County campus to the Board of Governors of State Colleges and Universities.

The most cogent reason for this is the fundamental principle that a temporary condition should not be allowed to become the controlling factor in a decision which will have consequences stretching far into the future and should not be permitted to obscure long-term planning for a system of higher education in Illinois. The senior campuses now under consideration are the first to be undertaken since the Board of Higher Education was established and its Master Plan – Phase II adopted, which emphasized determining governance on the grounds of rôle and function of institution.

If the other factors which led the Board to the conclusions it has reached had been either more ambivalent or less compelling, these difficulties might well have influenced the deliberations to a different conclusion. But the other factors are not ambivalent, and in the Board's judgment they are compelling. In light of this, the Board feels strongly that transient circumstances should not control and should not be permitted to outweigh the more important considerations which argue for the governance assignments in recommendations No.17 and No.18.

Within a relatively short time, the difficulties now facing the two governing boards will be a part of the past.

Furthermore, the Board is confident that the very real interim problem can be overcome without undue difficulty.

One proposal for coping with this interim problem has been to assign each new campus to either Southern Illinois University or the University of Illinois for its initial development, with the stipulation that it be transferred to the appropriate board at a later time. This proposal has merit, but it presents several objectionable features. It is doubtful if a strong, outstanding university could give birth to another type of institution without placing its stamp of ownership on that institution permanently. Faculty, students – even the community – would develop loyalties and expectations which only the original parent could fulfill. Severance of the relationship would be very difficult.

More important, however, the new campus would be cast in a wrong type of mold for its future development, both in terms of its organizational relationship in the parent system and its programming for operation in that system. A new educational institution is planned by individuals with competency in areas of their special emphasis: educational goals, campus, buildings, programs, teaching staff, and staff organization. All too often, a team of planners drawn from a single existing institution tends merely to repeat the attitudes and proposals that have won acceptance, rather than to seek fresh approaches to new goals. In view of these

considerations, it was decided that permanent assignment with the appropriate board should be made at the very beginning of institutional development. The permanent governance relationship in a system is far more significant than the mechanics necessary to develop a new campus.

Therefore, the most feasible course of action is to find means for the appropriate boards to undertake the additional workload. The chairmen of these respective boards have pledged their cooperation in this task if and when the responsibility is given to them.

Each system would be required to find staff assistance for planning one new institution. First, staff personnel within existing institutions of the system could be loaned for work in the central office. Each of the public universities represents a potential base for obtaining experienced personnel.

Second, specialists in institutional planning may be hired on a permanent basis. Systems and institutional management requires the services of such personnel, even for normal planning functions. All twelve of the state colleges built in California since 1947, and the two new Florida universities similar to those recommended in this report, have been started in this manner.

Third, the services of consultants and consulting firms (it is understood that any firm associated with members of the Board of Higher Education would be disqualified from such contracts) are available on a contractual basis to undertake the specialized aspects of planning. Currently, the Iowa Board of Regents is utilizing this approach to plan a new institution.

Any of these alternative patterns of staffing would comply with recommendation #13 (p. 9) of this report. In addition, organization of an advisory council, as indicated in recommendation #14 (p. 9) would also assist in overall planning of the new institution. Thus, with determined effort and ingenuity, each designated board will be able to increase its planning capabilities considerably and successfully complete its assignment.

As a final consideration: the Board of Regents – because it does not have a planning staff already in being – is the most likely of all the boards and administrations to be able to assemble for the new Springfield campus a planning team which can represent a truly fresh approach. With planners from colleges and universities from outside of Illinois as well as within, it could bring to the task a diversity of attitudes and experiences in public administration which may well represent an innovative breakthrough, not only for Illinois but for other states as well.

Appendix I

75th G.A. SENATE BILL NO. 955 IN HOUSE 1967

Reported from Senate, May 25, 1967.
Read by title, ordered printed and to a first reading.

A BILL FOR

AN ACT making appropriations for planning and for acquiring sites for new State-supported senior institutions of higher education and for the conduct of a study concerning aid to non-public institutions of higher education.

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

Section 1. The sum of $3,000,000 or so much thereof as may be necessary, is appropriated for campus planning, for acquisition of sites, and for preparation of the plans and drawings for buildings for new State-supported senior institutions of higher education. No portion of this appropriation shall be expended for site development or for construction of physical facilities.

Upon the recommendation of the Board of Higher Education and upon advice of the legislative committee provided for in this Act, the Governor shall designate the amount, if any, that each university governing board may expend for the purposes stated in this Act for new senior institutions, one to be in the Springfield area and one to be in the Chicago Metropolitan Area. When so designated, the university governing board, the Auditor of Public Accounts and the State Treasurer shall proceed in the same manner as if an appropriation in the amount designated by the Governor had been made directly to that governing board for the purposes specified in this Act.

For purposes of this Act:

(a) "Senior institutions of higher education" means a college or university offering baccalaureate degrees, graduate degrees or both;

(b) "University governing board" means the Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities and the Board of Regents;

(c) "The legislative committee" means a committee composed of the President Pro Tempore and the minority leader of the Senate and of the majority leader and the minority leader of the House of Representatives.

Section 2. The sum of $250,000, or as much thereof as may be necessary is appropriated for a study of the role and needs of nonpublic higher education in the State of Illinois; said study to be conducted by five out-of-state qualified and eminent educators, none of whom shall be connected, directly or indirectly, with higher education, public or private, in the State of Illinois. The members of this commission, who shall be appointed by the Governor of the State of Illinois, are to advise the State Board of Higher Education, the General Assembly and the Governor on how the nonpublic institutions can be appropriately related to the public ones,

without impairment of their freedom, and on constitutional means by which the State can aid the nonpublic institutions in the fulfillment of their task.

Appendix II

Table 2

ECONOMIC INDICES CHICAGO STANDARD METROPOLITAN STATISTICAL AREA, 1966*

Areas of CSMSA	Net Effective Buying Inc. (to nearest thousand)	Percent of U.S.	Income Per Household	Percentage Distribution of Income Per Household 0– $2,999	$3,000– 4,999	$5,000– 7,999	$8,000– 9,999	$10,000+	Percentage over $15,000
Cook County	$18,268,540	3.64	$10,737	14.0	10.5	25.1	16.4	34.0	14.0
DuPage County	1,504,351	.30	13,553	7.0	5.2	18.7	19.7	49.4	21.2
Kane County	779,774	.15	10,876	11.4	9.2	27.6	19.4	32.4	11.6
Lake County	1,236,966	.24	13,301	9.3	8.4	24.3	17.8	40.2	18.3
McHenry County	302,890	.06	10,373	12.8	10.7	25.6	18.8	32.1	12.0
Will County	660,441	.13	10,145	12.3	9.8	29.9	19.1	28.9	10.1
Total CSMSA	22,752,962	4.52	11,497	11.1	8.9	25.2	18.5	36.1	16.3
City of Chicago	10,988,091	2.19	9,396	Data not available					
Cook County, Minus Chicago	7,280,499	1.45	11,341	Data not available					
Total CSMSA, Minus Chicago	11,764,871	2.33	12,101	Data not available					

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* Source: Survey of Buying Power – *Sales Management* – June, 1967, pp. D-80 to D-82.

Appendix III

CORPLAN STUDIES

The Corplan studies were reported separately by industry. Highlights from four of these reports are given below:

The Office Industry. The Chicago Area is one of the most important centers of this activity, second only to New York. This industry employed over 20 per cent of the labor force, about 510,000 persons in 1960. This is expected to increase to 670,000 by 1970. This growth indicates two areas of pertinent higher educational needs: (1) Supervisory and managerial personnel needs, with obvious implications for programs in Chicago colleges and universities. (2) Automation and data processing personnel needs which represent essentially new occupations: systems analysts, computer scientists and operators, information theorists, etc. This range encompasses training programs appropriate for all segments of higher education, from junior colleges through university graduate programs.

Electronics and Electrical Equipment Industries. "Skilled workers and automation production technicians, now almost unknown in most sectors of the industry, will probably be required in greater numbers to supervise the automated processes. Such personnel may need a background and specialized training in basic physics and electronic theory." (pp. 38-9) This training will probably best be offered in post-high school programs. The number of engineers and scientists will double in the period from 1961-1975, from 3,600 to 7,200; the number of technicians will also double from 4,500 to 9,000 in the same period.

The Printing and Publishing Industry. "The printing company of 1980 will likely use new printing materials and more machines and equipment, involving new and more complex mechanical and electronic principles, more oriented toward the systems concept. . ."

"These developments imply that additional training in the technical, systems, and business management areas will be required in the printing and publishing industry." This would be facilitated by "the establishment of two-year vocational curricula and four-year undergraduate college courses in the graphic arts at educational facilities in the Chicago Metropolitan Area." (p. 5)

The Chemical Industries. "The demand for chemical technicians in the Chicago Area is likely to be especially significant during the next ten to fifteen years . . . the industry will need two and one-half to three times as many technicians as it now has." This industry is an extremely important one in the Area, especially in terms of the number of professionally trained personnel employed. "A 1963 census of plants and employees in the industry shows that Cook County had 603 plants with 20 or more employees, more than any other county in the nation . . ." (p. 12)

Appendix IV

Table 3

Projected 1972 Public Junior College Enrollments – Cook County*

North Cook County

William Rainey Harper	8,036
Triton College	12,061
Total	20,097

South Cook County

Morton	4,130
Prairie State	5,299
Southwest Cook County	8,315
Thornton	13,400
Total	31,144

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* Figures cited are for head count enrollments, thus include part-time students. Data provided December, 1967, by the Junior College Board, Springfield, Illinois.

Appendix V

Table 4

PERCENTAGES OF 1967 HIGH SCHOOL GRADUATES FROM DISTRICTS IN CHICAGO INSTITUTION SITE AREA WHO ENROLLED IN COLLEGE, SEPTEMBER 1967*

District Number	Municipality Address of High School	Percentage in College	Number in College	Number in Grad. Class
205	Harvey	55	770	1,441
206	Chicago Heights	48	361	753
210	Lemont	47	51	109
210w	New Lenox	47	121	257
215	Calumet City	50	374	748
217	Argo	35	99	282
218	Blue Island	38	385	1,012
220	Oak Lawn	27	120	445
227	Park Forest	73	489	670
228	Midlothian	55	486	884
229	Oak Lawn	50	226	451
230	Palos Hills	75	284	379
231	Evergreen Park	63	188	298
233	Flossmoor	79	394	499
TOTAL:		53	4,348	8,228

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* Data supplied by each district to the Education Development Cooperative; based on surveys, follow-up studies and estimates by guidance directors and administrators.

Appendix VI

The Faculty Advisory Committee
to the
State of Illinois Board of Higher Education

Recommendations on Governance of the Proposed New Senior Colleges in Chicago and Springfield

The Committee was pleased to note that the Illinois General Assembly last summer provided funds to plan two new state senior colleges – one in the Chicago area and one near Springfield. We have read with considerable interest the reports and recommendations assembled by the various groups and committees and presented to the Board of Higher Education.

The Committee reaffirms its endorsement of Phase II of the Master Plan and applauds the progress made in its implementation to date. We also affirm the responsibility of the Board of Higher Education to develop a framework of policies within which all other Boards must operate. Anything else would spell chaos and hamper the development of the Illinois system of higher education in years ahead.

The Committee endorses the *Master Plan Statements, Concerning Criteria on Governance* issued by the Board on November 6, 1967. These statements should be used as a guide in developing the Master Plan. After study, discussion, and deliberation, we make the following recommendations to the Board of Higher Education, pursuant to these criteria:

Recommendations

1. That the new Chicago area senior college be assigned to the Board of Governors of State Colleges and Universities, since it will be most nearly like the institutions under its jurisdiction. (Vote: 19 yes - 2 no).

2. That an advisory committee be appointed to work with the Chicago area senior college staff to articulate curricula and solve other problems that will arise within its service area. This advisory committee should include representatives from the junior colleges in the geographic area and from other colleges and universities with suitable resources.

3. That the new Springfield area senior college be assigned to the Board of Regents, since it appears that its function and emphasis will be most like the liberal arts university institutions under its jurisdiction. (Vote: 17 yes - 3 no).

4. That an advisory committee be appointed to work with the Springfield area senior college staff to assist in the development of its program. This committee should include representatives of junior colleges in the area and of universities with strong programs in Public Administration and State Government.

5. That the Board of Higher Education encourage all institutions and boards in the state system to lend needed faculty and staff to help in the establishment of new institutions and that the Board recommend a program of cooperative leaves for this purpose.

Discussion

The Committee, in making these recommendations, gave special weight to the following consideration:

General Principles:

a. The "balance of systems" principle weighs strongly against assignment of either institution to the University of Illinois system or to the Southern Illinois University system. It is important to strengthen the roles of the Board of Regents and the Board of Governors.

b. The "free standing" institutions principle weighs in favor of the Board of Governors and the Board of Regents, since historically the institutions under their jurisdiction have been free standing.

c. The principle of experimentation weighs in favor of assigning each of the new senior colleges to a different board. Each board will be able to focus its resources on a single new college, and the different approaches which will inevitably result will provide comparative experience in developing these first new senior colleges of the proposed Junior-Senior M.A. type.

d. The principle of typology weighs in favor of assigning the Chicago institution to the Board of Governors and the Springfield institution to the Board of Regents, for the reasons stated below:

Chicago Area Senior College: This college promises to resemble most closely the type of institution now governed by the Board of Governors – especially the two existing State Colleges in Chicago – in the following respects:

a. It will appropriately be a general liberal arts college with an emphasis on teacher education and other urban studies.

b. It will serve commuting students.

c. It will provide programs for which the master's degree is the appropriate terminal degree: the Chicago Circle Campus of the University of Illinois and private institutions can meet the need for other advanced degrees.

Springfield Area Senior College: This college may be expected to develop into an institution similar to those governed by the Board of Regents, for the following reasons:

a. It will serve Springfield as its only senior college and graduate school required to meet all the needs of the capital city for education beyond junior college.

b. These needs include in-service training and education for state employees, which will require that advanced programs be offered in a limited number of fields as soon as possible.

December 14, 1967

Appendix VII

COPY

SHIMER COLLEGE, MOUNT CARROLL, ILLINOIS 61053

OFFICE OF THE PRESIDENT

December 14, 1967

Mr. Ben W. Heineman, Chairman
State of Illinois – Board of Higher Education
400 West Madison Street, Suite 600
Chicago, Illinois 60606

Dear Mr. Heineman:

At the request of Dr. Lyman A. Glenny, Executive Director of the Board of Higher Education, the Committee on Cooperation of the Illinois Conference on Higher Education met on December 1 as the Advisory Committee of Presidents to the Board of Higher Education of the State of Illinois. The meeting was called to consider making recommendations relative to the governance of the proposed two new institutions of higher learning, for which funds were authorized by the Legislature this year providing for planning and site acquisition. Seventeen of the twenty-one voting members of the Committee were present, as were Dr. Glenny and two other staff members of the Board of Higher Education. This was an open meeting, and members of the press were present. An outline of the salient features of the meeting follows:

1) A number of the members thought that the Committee ought to be considering the question of the nature of the proposed new institutions rather than their governance.
2) By voice vote, but not unanimously, it was recommended on motion by President Quincy Doudna of Eastern Illinois University, that the governance of the proposed new Chicago institution be placed under the Board of Governors.
3) On President Doudna's motion and on roll-call vote, it was recommended that the proposed new institution at Springfield be placed under the Board of Governors. The vote was as follows: 8 - yes; 5 - no; 4 abstentions, and 4 absences.

4) In response to a question, President Doudna stated that it was not his intention in the original motion to infer that the vote on governance implied approval of the new "senior college system" for these two institutions. Since the Committee was asked only to consider the matter of governance, no statement as to the nature of the proposed institutions was made. This position reflected the attitude of the group and was not challenged.

5) President Doudna's motion was passed by voice vote that "in approximately two years a review of this action of a recommendation that the two new institutions be assigned to the Board of Governors, and a recommendation for a possible new Board to be established separating the three Chicago institutions from the three downstate institutions under the Board of Governors be undertaken."

When the full minutes of the meeting are available, a copy will be sent to you so that you may have the background of the discussion that took place relative to the above actions.

The Committee on Cooperation remains glad to be of service to the Board of Higher Education as an Advisory Committee of College Presidents representing the state institutions, the junior colleges, and the private colleges and universities of Illinois.

Sincerely yours,

(SIGNED)

F. J. Mullin, Chairman
Committee on Cooperation

FJM G

Appendix VIII

Table 5

PER CENT OF ENTERING FRESHMEN FROM TOP ¼ OF HIGH SCHOOL GRADUATES
(Rank in Class)

System	Per Cent	
University of Illinois		72.9
Urbana	78.3	
Chicago Circle	63.0	
Southern Illinois University		34.9
Carbondale	32.5	
Edwardsville	40.9	
Board of Regents		50.1
NIU	46.4	
ISU	56.0	
Board of Governors		43.6
EIU	49.5	
WIU	43.8	
CSC	41.6	
NISC	43.6	

Table 6

PER CENT OF TOTAL PROFESSIONAL PERSONNEL ASSIGNED TO SELECTED FUNCTIONS

	Instr.	Organized Research	Extension Public Serv.	Laboratory Schools	All Other
University of Ill.	50.4	27.1	8.3	.4	13.8
Southern Ill. Univ.	67.4	16.6	3.3	1.0	11.7
Board of Regents					
ISU	64.4	.0	.0	15.2	20.4
NIU	71.9	.2	.3	4.9	22.7
Board of Governors					
EIU	76.3	.0	.0	7.5	16.2
WIU					
CSC	87.6	.0	.8	.0	11.6
NISC	89.7	.3	.0	.0	10.0

Appendix IX

Table 7

COMPARISONS OF PUBLIC SENIOR INSTITUTION SYSTEMS
(All Dollar Amounts in 1000's)

	Board of Governors		Board of Regents		So. Illinois University		University of Illinois		Total	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	%
FTE Enrollment – Fall 1967										
Undergraduate	20,463	20.7%	23,492	23.7%	22,013	22.3%	32,927	33.3%	98,895	100%
Graduate and Professional	1,733	10.5%	2,165	13.1%	2,809	17.0%	9,816	59.4%	16,523	100%
Total	22,196	19.2%	25,657	22.2%	24,822	21.6%	42,743	37.0%	115,418	100%
FTE Faculty and Staff – Fall 1966	2,623	8.2%	4,189	13.0%	7,985	24.9%	17,313	53.9%	32,110	100%
Operating Budget 1967-69	$80,854	14.8%	$92,806	17.0%	$105,464	19.3%	$267,813	48.9%	$546, 937	100%
Capital Budget 1967-69	$75,767	24.7%	$39,667	13.0%	$ 55,686	18.2%	$134,934	44.1%	$306,054	100%
Plant Investment June 30, 1965 (1)	$62,169	10.9%	$99,943	17.6%	$104,145	18.4%	$301,544	53.1%	$567,801	100%

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(1) From Capital Improvements Inventory and Analysis: A State Planning Report, Department of Business and Economic Development, March 1967.

All other data from Board of Higher Education files.